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In this issue:

(Articles by Jacob R. Clark and Jennifer Nislow.)

Whet really brought down TWA Flight 800? **Pega 6.**

Voters have their say, and not everyone is happy. **Pega 6.**

The hate factor in crime. **Page 7.**

A plague of flame upon America's houses of worship. **Pega 7.**

Good news, bad news on youth crime. **Page 8.**

What's driving the nation's crime rates? **Page 9.**

Exparts change their tune on juvenile crime wave. **Pege 9.**

Trouble on the line with 911 systems. **Page 10.**

The technological edge. **Page 10.**

The end of a 17-year trail for the Unabomber. **Paga 11.**

An FBI standoff with a different ending. **Page 11.**

Anyone for a traffic cop? **Paga 12.**

Policing troubles in Indian Country. **Paga 12.**

The Dutch boy and the Mexican border. **Page 13.**

New perspectives on the drug issue. **Paga 13.**

People & Places: Some of the personelities who made 1996 distinctive. **Pages 14-18.**

Tainted badges. **Paga 19.**

Paying tha piper for discrimination. **Paga 19.**

Use of force remains a hot-button issue. **Paga 20.**

Orders in the Court. **Page 21.**

Shattering the peace in Atlanta. **Paga 22.**

When police kill themselves. **Paga 22.**

On the firing line over gun owners' rights. **Paga 23.**

Houses divided: New initiatives on domestic violence. **Pega 24.**

Right-wing extremism hasn't gone awey. **Paga 24.**

New ideas — and old — about imprisonment. **Paga 25.**

Striking back at sex predators. **Page 25.**

The chase is on. **Paga 26.**

Justice by the Numbers. **Pege 27.**

LEN salutes its 1996 People of the Year, the NYPD and its Compstat process

A total package of re-engineering and strategy-making that has transformed the nation's largest police force — as it will law enforcement in general

By Peter C. Dodenhoff

After more than two decades of reporting on American law enforcement, and a lifetime of New York residence, one may be forgiven a bit of legitimate surprise at hearing words such as "rapid, "relentless," "rigorous" and "coordinated" applied to the workings of the New York City Police Department. After all, in the past, the NYPD, with its Brobdingnagian ranks and often-Byzantine bureaucracy, has seemed about as easy to maneuver as an aircraft carrier, with orders filtering down from the bridge and taking many miles and much time to effect.

In other words, forget about turning or stopping on a dime.

Well, suspend all disbelief, because this aircraft carrier-sized police department has achieved a full-

Continued on Page 4

WHEN SMART POLICING WORKS, THERE'S PLENTY TO SMILE ABOUT: Seen here at a City Hall press conference last March, Williem Bratton (l.) shekes the hand of his successor as New York City Police Commissioner, Howerd Safir (r.), as Mayor Rudolph Giuliani looks on. (Wide World Photo)

Forget events in the spotlight — local PD's are where the action is

Working harder & smarter pays off in continuing crime declines

Analysis
By Marie Simonetti Rosen

It was a year punctuated by events that captured the national spotlight: the Freeman standoff in Montana; the capture of the alleged Unabomber; the crash of TWA flight 800, and the terrorist bombing at the Olympic games. It was also an election year with all the usual prerequisite law-and-order campaigning.

But while public attention focused in one direction, on these and other events, the real action was elsewhere, as local police departments, usually with little notice, were busy — very busy.

Police departments drew increasingly upon past research — especially in the area of problem solving. They incorporated new technologies, and shared information about what works. They looked to other jurisdictions where successful strategies had been implemented and duplicated them. Day-to-day operations were reformulated with a view to reducing crime. In growing numbers, police executives are convinced that effective policing can decrease crime, and even a growing cohort of criminologists is conceding that police work is responsible for the recent notable decline in crime. Nationwide, there are clear signs of departments reorganizing, refocusing and implementing anti-crime strategies, targeting problems and attacking them with verve. And from all indications it appears that their efforts are paying off, as 1996, like the years immediately preceding it, witnessed significant drops in the crime rate.

Hot Spots and Cold Cases

Police went after drug-dealing hot-spots and public housing crime. They tracked down guns, mounted camera surveillance devices and notified the community of burglars working in the area. They went after stolen goods and set up telephone hot lines that residents could call for crime information. Fugitive and warrant units and cold-case squads were set up or reinvigorated. (In Houston, for example, warrant enforcement has reportedly generated 8,860 arrests and cleared 38,126 cases. The New York City Police Department, with help the from the U.S. Marshals Service and the FBI, will be going after as many 87,000 fugitive felons and 403,000 misdemeanor offenders.) Many departments redirected resources to high-crime areas and peak activity periods. Some departments, such as those in Bridgeport, Conn., Gary, Ind., Camden, N.J., and Minneapolis, got temporary reinforcement from state police units.

Clearly, 1996 was the year of the crackdown, but perhaps the most common approach was a crackdown on quality-of-life crime. In city after city, quality-of-life enforcement became a priority, in part because such a focus was desired by the community, but as important, because evidence increasingly points to the fact that going after minor violators contributes directly to reductions in major crime.

In with the New

When it comes to reducing crime, increased innovation and accountability rule, with many large and mid-sized departments continuing to undergo significant organizational transformations. LEN's People-of-the-Year award is testimony to the kinds of structural changes that are going on around the country. The San Diego Police Department has brought all of its divisions on-line and given its lieutenants 24-hour responsibility and commensurate increases in accountability. Boston officials attribute the city's recent drop in crime to increased accountability throughout the ranks and the reorganization of the city into two-block-square reporting areas, so that emergency calls can be routed to the line officer responsible for a given neighborhood. In Montgomery County, Md., police district boundaries have been redrawn to provide a fairer, more realistic distribution of police workloads and greater success in preventing crime. And supplementing local efforts in organization change, the National Institute of Justice has provided Federal funds to export the NYPD's

With little or no fanfare, PD's keep very busy

Continued from Page 1

ground-breaking Compstat process to Indianapolis and Prince George's County, Md.

As internal changes sweep the nation's police departments, the role of supervisory personnel, notably lieutenants and captains, is coming under renewed scrutiny. Since the advent of community policing, the focus has been on the beat cop, on how well he knew and interacted with his neighborhood, and on foot patrol, substations and mini-precincts, community meetings and the like. In 1996, the focus has been on the supervisory ranks, with redefinition of their roles and increases in their responsibilities and accountability. No longer are they mere conduits that filter information upward and commands, directives and influence downward. Supervision and middle management are now bound more closely than ever to their geographic areas and what goes on there. Specifically, supervisors and managers have been charged with problem identification, tactical and strategic planning, and problem-solving that directly lead to crime reduction.

The impact of these changes on crime is clear. But what about the impact on the middle management ranks themselves?

While many departments credit "re-engineering" for crime reduction and enhanced community policing, such changes have not come without a price, in the form of organizational tension. In Austin, for example, lieutenants became the "power rank," when sectors were put under their control. This change has become a linchpin of community policing efforts in the Texas capital, and is considered a success, but one of the negatives is that the captains are miffed because they feel they are no longer in the loop.

In New York, the focus of community policing — the "power rank" — is the captain. But with power comes pressure — lots of it. Scores of captains and other precinct commanders have been reassigned for failing to meet their basic responsibility for bringing neighborhood crime rates down. Even those who do deliver are subjected to high-stress debriefings at the regular Compstat meetings. At least one possible result of these changes is that fewer lieutenants than usual are applying to take the recently announced captains' exam, and that even many of those who are taking it are ambivalent about wanting the rank. Captain's bars may longer be as desirable as they once were for many NYPD lieutenants (although one could also surmise that a kind of "Darwinian policing" — survival of the fittest — is taking hold, with new, more intense demands on captains helping to screen out candidates).

Austin's police chief, Betsy Watson, summed up the ambiguities that are taking hold in middle management: "What is it that a captain can do that a lieutenant should not or cannot do? What is it that a deputy chief can do that a captain should not or cannot do ...? We haven't defined roles and responsibilities that are commensurate with each rank in the organization and then we bemoan our inability to hold folks accountable. Accountable for what? For a job that was never defined, never clearly explained and for which people have never been formally prepared. It is not a problem of our people. It is a problem of structure."

Once again, the military-based structure of departments, while good for some things, doesn't often accommodate community policing, department restructuring or teamwork.

Then and Now

Nearly 30 years ago, the Federal Government stepped in to foster police professionalism through the Law Enforcement Assistance Administration. The enactment of the Crime Control Act of 1994, with the resources it has provided and the role it is playing in police work, is very much akin to the golden days of LEAA. There is a great deal of Federal assistance for police departments, for new technology, for research, for finding out what works, for training, and more.

The striking difference between the LEAA days and today is that the Federal Government is now putting far greater emphasis on putting more officers on the street. To date, the Office of Community Oriented Policing Services — the COPS shop — has made commitments for 50,000 new officers. In the LEAA days, on the other hand, the Federal Government invested in the officers we already had by providing educational benefits for in-service personnel through the LEEP program, and many of today's police leaders point to that educational incentive as a key stepping stone for their careers. According to a Bureau of Justice Statistics survey released this year, the number of police departments that require recruits to have some level of higher education doubled from 6 percent in 1990 to 12 percent in 1993 — still a far cry from the recommendation of the 1967 President's Commission report, which said "the ultimate aim of all police departments should be that all personnel with general enforcement powers have baccalaureate degrees." Granted, more officers today than ever before have college educations, but it remains regrettable that the 1994 crime act's provisions regarding educational benefits for in-service personnel are underemphasized, underutilized and, to be sure, parsimonious.

As the COPS shop continues to fulfill its goal of putting 100,000 community policing officers on the nation's streets, there is no doubt that the public safety field has grown. This is especially true if one includes private security forces under the heading of public safety. Forbes magazine reported that as of 1995 the number of police and security guards had grown to 1.8 million, ranking 11th among the country's top 30 job classifications. In 1960 it ranked number 22, with 500,000. According to BJS, approximately 374,000 sworn, full-time officers are currently at work in more than 12,000 county and municipal police departments.

Growing Pains

While expanding in size, the field has also grown philosophically. It has been struggling with the concepts and the practice of community policing, which has helped to change how police do what they do. Consider the late 1980's, when many big-city departments unveiled operations known by catchy names like TNT, Clean Sweep and SNIP to crack down on drug hot-spots. Even the Feds got into the act with the "Weed" component of the Weed and Seed program. But eventually, these and other crackdowns were back-burnered because they cost too much, they generated huge numbers of arrests that strangled the courts, and they often angered the very communities they were meant to help. What's different this time? For one thing, the 1996 crackdowns have been better coordinated with the court system, there is far more jail space now than in the late 1980s, and alternatives to incarceration are getting a renewed look. As important, police point to greater input from the community in developing aggressive anti-crime tactics. Through community policing, the police and the public have gained a greater mutual familiarity — and, arguably, trust —thus making today's crackdowns different from those of the past.

Still, there are those who fear for the future of community policing, concerned that high-pressure police tactics signal the concept's abandonment. There is also concern that community policing's intent has become too convoluted, making evaluation and research projects now underway all the more difficult to measure.

That's not to say impossible to measure. One recent study offered a dose of good news, finding that community police officers in Richmond, Va., while less likely to make an arrest, had a much higher probability of having people do what the officers told them to do. The study's author observed: "The pro-community policing officers were much more likely to engage and stop suspects on the street, to be a little more active. While they had a lower batting average, they got to bat a lot more." In view of the problems of excessive force that so often plague law enforcement — often as a result of individuals not responding to officers' commands — the Richmond finding is all the more significant.

All Hands on Deck

There is no longer much doubt among practitioners that police strategies and tactics can reduce crime; there is also a growing confidence that community activism can play a major role in crime reduction. Such activism comes in a variety of forms: loud protest marches in front of known drug locations; midnight barbecues on street corners known for drug dealing; watchdog groups, sometimes armed with cellular phones donated by departments; increased volunteerism; more information being provided to police.

But it's not just neighborhood residents who are taking on a greater role in public safety. In the broadest sense, society is taking action with policies aimed at deterrence, collectively telling criminals, "We know who you are and we know where you live."

More than ever, communities have access to information concerning the status and location of offenders. Computerized telephone systems in numerous localities can now inform residents as to where ex-offenders live. In Northern Virginia, communities for the first time made public a list of the names and addresses of about 9,500 people on parole for crimes such as burglary, drunken driving, drug dealing, sexual assault and murder. Registries for released sex offenders have grown in popularity, despite court challenges. In California, a molester hot line has received thousands of calls since its inception in July 1995. More newspapers routinely publish photos of wanted fugitives. (That's not to say that the approach is without problems, as was seen in Minnesota when a privately published anti-crime newspaper had to print a retraction after it mistakenly identified a number of St. Paul residents as child molesters.) And, of course, perhaps the most visible sign of the "we know who you are" trend was the rescue of the TV show "America's Most Wanted" through an appeal from the public and the law enforcement community.

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A better-informed public was not the only example of community involvement in crime reduction. The concept of penalty has broadened as well. In addition to imprisonment, an offender now risks losing housing, welfare and educational benefits. Criminal background checks are being conducted with increasing frequency, and are being used to bar ex-offenders from a growing list of occupations. A number of states are expanding the definitions of criminal behavior, such as Florida, which added deadbeat parents into its state crime computers. In response to the growing national concern over underage single-family households, many jurisdictions are once again enforcing statutory rape charges that for years had been collecting dust.

Impact Statement

The increased crime-fighting capability of police, better coordination with other criminal justice and social agencies,

The common thread in crime-decline explanations

community action, improved economic conditions and the linkage of criminal deterrents and entitlement programs are now starting to coalesce. And just what impact has this energetic, synergistic trend had? For many, it is the combination of factors that has led to a decreasing crime rate.

The latest Uniform Crime Reports and BJS victimization study show nationwide declines in the violent-crime rate of 3 percent and 9 percent, respectively. Adult crime is down. Domestic crime is down. The number of burglaries is at its lowest level in the past two decades. Even juvenile crime dipped slightly for the first time in a decade.

Granted, throughout most of the year, criminologists continued their warnings regarding a coming surge in juvenile crime. As the year ended, however, several experts changed their tune and now say that the future with respect to juvenile criminality is not as dire as they had previously predicted.

But despite the good news, there are still concerns that juvenile crime remains at particularly high levels, and police departments around the country — perhaps acting on the earlier gloomy forecast — focused their attention on young offenders. Many departments worked more closely with schools, and developed strategies for dealing with truancy. The Los Angeles Police Department, for example, developed a program that fines parents $135 for a child's first truancy offense, with subsequent violations carrying fines up to $675. The police also give parenting "how-to" classes. They report that within 180 days of launching the program, burglary dropped 6 percent, car theft, 12 percent, and shoplifting, 18 percent.

The International Association of Chiefs of Police, for its part, issued a report on youth violence that recommends, among other things, the development of closer relationships between law enforcement and schools. The issue of education was enough of a hot button to prompt a number of police officials and organizations to publicly voice their opposition to a bill in Congress that would deny public schooling to the children of illegal immigrants. And one survey found that most police chiefs believe that for the crime problem to experience a permanent downward shift, more resources have to be put into addressing the needs of children.

The focus on juveniles is not limited to the police. In the past two years, at least 44 states have changed their juvenile laws or are considering statutory changes — usually with an eye toward making proceedings and penalties tougher. Teen courts, designed for first-time minor offenses, have grown in popularity, with 280 of them now in operation in 31 states and the District of Columbia. Although the year ended with some criminologists retreating from their earlier dire predictions, educators are becoming more worried about the teen-agers of tomorrow. It was recently reported that there is a wider gap in the skills of children entering kindergarten this year than 20 years ago. One facet of this disadvantage, experts say, is that such children develop little ability to tolerate frustrations — a phenomenon with troubling implications for educators and the police alike.

The Home Front

Domestic violence, long considered a crime about which police could do little or nothing, has seen its share of increased police attention of late. Police departments, spurred in part by Federal resources made available under the Violence Against Women Act, are actively developing a variety of domestic violence programs: computerized offender histories, specialized units and officer training programs, relationships with social agencies, and streamlined protocols for dealing with prosecutors and the courts. The police have been giving out cellular phones and alarm pendants to victims. Specialized courts have sprung up in numerous areas with simplified processes for obtaining orders of protection. Hot lines have been set up to notify victims when attackers are released from jail.

One development on the domestic front that carries the potential for significant impact was the enactment in 1996 of Federal legislation that prohibits the possession of a gun by anyone convicted of a misdemeanor domestic violence offense. With no exception built in for law enforcement or military personnel, the new law has forced police agencies to take a hard look at their internal policies and practices. In mid-December, for example, the NYPD changed its selection process to exclude those with a history of domestic violence. But what about officers already on the job who have domestic violence convictions? Colorado has begun exploring whether any State Patrol or state Bureau of Investigation officers must turn in their guns because of the law. The Denver Police Department reportedly has placed some officers on desk duty until the department figures out how to comply with the Federal law — a scenario likely to play out in many departments around the country. Local police unions and national police organizations have signaled their discomfort with the new law, and a number of them are considering challenging it. But it bears keeping in mind that with all the efforts police departments are making to deal with domestic violence, it would be politically, legally and ethically tricky for police to enforce a law from which they were exempted.

Putting Technology to Work

Clearly, many of the achievements of the year were made possible through technology — specifically, information technology. The mapping software now being used by a number of departments has given crime maps the look of fine art. In Baltimore County, Md., for example, police warned residents about a series of burglaries through a calling network connected to the department's mapping system. Many departments have set up home pages on the World Wide Web to provide information to citizens. In Florida, at least 52 police and sheriffs departments have home pages that can be accessed through the Citizen Safety Center of the Attorney General's office.

The FBI is in the throes of a massive overhaul of its crime files — entailing some 40 million records in 17 data bases. The vaunted NCIC 2000 project got off to a rocky start, with delays and cost overruns, but officials now say things are back on track. As planned, NCIC 2000 will have an increased capacity, allow for greater integration and cross-referencing (e.g., mug shots with fingerprints), integrate state systems that don't talk to each other, and reduce from minutes to mere seconds the time it takes for information transactions. (At present, NCIC handles over 1.7 million transactions per day, an average of 1,183 per minute, compared to roughly 158 transactions per minute 20 years ago.)

St. Petersburg, Fla., police officers dodge a piece of lumber thrown during a riot on Oct. 24 that began after police shot a killed a black motorist during a traffic stop. (Wide World Photo)

Why Has Crime Gone Down?

(Choose as many reasons as may apply.)

- Localized population decline.
- Populetion decrease in crime-prone groups (late teen-age males).
- Better emergency-room trauma care.
- Better economic conditions/increased employment.
- Better environmental design/use of defensible space.
- Increases in police personnel/presence.
- Better deployment of police personnel.
- Improvements in technology.
- Increased arrests.
- Crackdowns on gangs/youth crime.
- Increased accountability for solving/preventing crime.
- Community policing.
- Problem-oriented policing.
- Community activism/involvement (citizen patrols, volunteerism, etc.).
- Deescalation of drug turf wars.
- Bad weather.
- Increased emphasis on illegal-gun interdiction.
- More criminals in prison.
- Criminals serving longer sentences.
- Greater focus on drug dealing.
- Emphasis on quality-of-life offenses/enforcement.
- Curfews.
- Partnerships with non-criminal justice agencies.
- Temporary assistance from other agencies (National Guard, state police units).
- Ongoing outside assistance (permanent task forces).

For its part, the Bureau of Justice Statistics announced that $33 million would go to 48 states and Washington, D.C., to improve criminal history records, with a view toward keeping felons from purchasing handguns, preventing sex offenders from working with children and the elderly, and identifying repeat offenders who may be subject to three-strikes laws.

Scientific and technological advances have not occurred without a price. Forensic labs cannot meet demands currently being placed on them. The level of refinement for evidence analysis has never been greater, yet such increased precision remains underutilized largely because crime labs are overwhelmed. A survey reported last August found that eight out of 10 lab directors believe their caseload has grown faster than their budgets, their staffs or both. Delays in evidence analysis, according to some observers, have created a major bottleneck in the system. For the FBI, the wait is nine months to a year. Some hope looms. Plans are in the works for a new $150-million lab at the FBI Academy in Quantico, Va. In addition, the National Institute of Justice announced that it would provide funds to develop ways of bringing down the price of DNA testing from several hundred dollars to $20.

Keep It Up

In 1996, the police community benefited in no small way from the resources of the Crime Act of 1994, enhanced technology and a renewed sense of determination to bring down the crime rate. While there is a growing belief that policing can have a significant impact on crime, there remain a number of specific reasons that were credited for crime reductions in various localities (see sidebar, above). The common denominator in many of the explanations, however, was the vigorous way police have targeted specific problems and focused creative energy and resources on them. The police are working harder and working smarter, and their efforts, at least for now, are paying off.

1996's People of the Year: The people behind the NYPD's Compstat process

Continued from Page 1

blown bureaucratic miracle, reinventing itself as speedy, highly maneuverable "task force" of dozens of smaller "ships" — precincts and other field units which, acting as a coordinated whole, have realized the seemingly impossible dream of reducing crime in the Big Apple to a degree nothing short of eye-popping.

Simply put, no one in roughly a generation — neither police officer nor civilian — has seen the kinds of successes against crime that the NYPD has been chalking up for the past three years. The engine that is driving this formidable turn of events goes by the unassuming acronym of Compstat. What started as a computer file to compare statistics — hence the name — is now the all-purpose label for a strategic process that is steering the NYPD's all-out, attention-getting war on crime, fear and disorder. It is a process that some believe will eventually be the dominant approach to policing in the United States, and has won for its creators and guiding hands the richly deserved accolade as the 1996 Law Enforcement News People of the Year.

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The multifaceted Compstat process is perhaps best known to law enforcement insiders for its high-stress, semiweekly debriefing and brainstorming sessions at police headquarters, but it is far more. In fact, to assume that Compstat was merely some kind of executive inquisition would be to miss the point utterly. Compstat is enabling the NYPD to pinpoint and analyze crime patterns almost instantly, respond in the most appropriate manner, quickly shift personnel and other resources as needed, assess the impact and viability of anti-crime strategies, identify bright, up-and-coming individuals from deep within the ranks, and transform the organization more fluidly and more effectively than one would ever expect of such a huge police agency.

Moreover, Compstat has thrust the NYPD into a clear position of leadership on the cutting edge of national law enforcement.

For all that, a tip of the hat goes to former Police Commissioner William Bratton, current Commissioner Howard Safir, former deputy commissioner Jack Maple, Chief of Department Louis Anemone and, to be sure, Mayor Rudolph Giuliani (the first-ever two-time recipient of LEN's People-of-the-Year honors), who imbued the NYPD with the political will and support that made innovative crime reduction a top priority. In addition, dozens of other officials throughout the department, including the specialized Compstat unit that is part of Anemone's office, have played key roles in the making of this law enforeement revolution.

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Every revolution has its Boston Tea Party, and in a sense the Compstat revolution is no exception. That moment in time can be pinpointed as Giuliani's election as Mayor in November 1993, and his appointment the following January of Commissioner Bratton, who took office with a vow to "fight for every house in the city...fight for every street...fight for every block, and we will win." Even allowing for a touch of hyperbole in the new Commissioner's remarks, the fact remains that Bratton, with the solid backing of Giuliani, the mob-busting former Federal prosecutor, established three clear-cut goals — reduce crime significantly, reduce the fear of crime, and work on improving quality of life — and then set out to achieve them.

"When Mayor Giuliani came into office, he refused to accept the assumption that existed here in New York City that it was ungovernable and crime was a fact of life," said Commissioner Safir, the former U.S. Marshals' Service official who replaced Bratton last April.

Bratton, a former Boston police commissioner, was not unfamiliar with the intricacies of crime-fighting in the Big Apple, having previously served 20 months as chief of the New York Transit Police. In that role he presided over a sharp turnaround in crime and disorder in the city's subway system, and part of the secret to his success was an approach that he would later transfer to the NYPD, adapting and expanding it into what would become Compstat.

Bratton recalls: "The actual idea for Compstat, the embryo if you will, was Jack Maple," who at the time was a lieutenant in the Transit Police. "At Transit, I would have a meeting every morning to go over all the crime stats from the day before by district — where was it up, where was it down. Transit was fairly easy, with maybe 40, 50 crimes a day, and we'd do week-to-date, month-to-date. And when we began, we did not set a goal. Crime reduction was the goal, but there was no specific number."

Upon taking the helm of the NYPD, Bratton, with Maple once again at his side, spelled out just what kind of crime reduction he had in mind – 10 percent, which was as much as the *cumulative* decreases during the previous three years under commissioners Lee Brown and Raymond Kelly.

The stated goal, which has been raised higher still in subsequent years, clearly made some people uncomfortable, Bratton says. "We'd gotten out of the habit of being held accountable for crime rates going up or down. We were being excused for it, with society saying crime was caused by all these external factors, so the most police can do is measure how fast you respond to crime, how quickly you solve it, and the quality of your interaction with the public. Nobody was really measuring you by your ability to reduce crime; that was almost a by-product of everything you were doing."

Compounding the problem of achieving Bratton's goal was the fact that crime data were little better than useless for strategic purposes. The statistics that were collected were often woefully dated by the time they became available to headquarters. "When we asked how long it would take to get some daily crime stats," Bratton recalls, "the answer was, 'A couple months.' It was all paper-and-pencil, and nobody was asking for information, nobody was coordinating it. They gathered crime statistics to report them to the FBI. What changed was the computerization."

A parallel change was the emphasis on crime statistics and crime reduction as the NYPD's "bottom line," its "profit and loss statement." Bratton is unabashedly fond of applying successful private-sector concepts and practices, and using business-speak to describe his law enforcement ideas. "Profit centers" — the branches of a bank or the outlets of a fast-food chain — are precincts in the context of the NYPD. Corporate line managers become precinct commanders. "Re-engineering" meant changing the department from a reactive entity that measured success by 911 response times, clearance rates and keeping overtime down into a proactive, goal-specific organization with a "can-do" confidence about fighting crime.

To this end, police officials set up 12 re-engineering teams, made up people from both inside and outside the organization, that studied different aspects of the department and came up with more than 600 recommendations for improvement. And, with respect to the specific issue of driving crime down, Bratton & Co. developed the four-step process that is now the essence of Compstat and the guiding operational philosophy of the NYPD:

¶ Timely and accurate intelligence;

¶ Use of effective tactics in response to what that intelligence tells you;

¶ Rapid deployment of personnel and resources;

¶ Relentless follow-up and assessment.

All of these elements come together in the semi-weekly strategy sessions at police headquarters — the Compstat meetings [see sidebar, Page 5]. But the Compstat process has also proven itself to be more than a wildly successful crime-fighting tool. For one thing, the Compstat meetings give top brass an opportunity to identify emerging leaders from within the management ranks — no easy task in an organization the size of the NYPD.

"It gives me the flexibility to manage our resources, and to actually hold people accountable for what they do," says Commissioner Safir. "It gives me the ability to see who's competent, who's energetic, who's productive. There's nothing magic about the ingredients. What's magic is how it all comes to together."

Holding managers accountable represents something of a sea change in the NYPD, and as much a facet of Compstat's success as the crime reductions themselves. Commanders had long been led to believe that crime reduction was largely out of police hands, and success was measured by numbers that had little or nothing to do with crime rates, all of which contributed to an organizational culture that tended toward lethargic and non-goal-specific.

Bratton would have none of it. Virtually from day one, "he forced the retirement of a lot of dead wood," according to Phyllis McDonald, a senior social scientist at the National Institute of Justice who is involved in replications of Compstat in two other jurisdictions. Most of the current crop of precinct commanders, in fact, are relatively new to their posts, having been appointed within the past few years.

"Bratton can be a very compelling leader," McDonald observes. "He communicates to people that he has confidence in their abilities."

The former Commissioner sees other reasons for holding managers accountable. "I'm giving away a lot of authority to appropriate levels in the organization," says Bratton, and I'm going to hold you accountable for that authority. I'm going to measure how well you use it."

Redistribution of authority, or empowerment, is nothing new in policing, or unique to the NYPD, having sprung up in departments nationwide as part of the focus on community policing over the past decade. What makes things different in New York is the way in which authority is apportioned.

"What the re-engineering showed us in the NYPD was that the appropriate level in the organization was not the beat cop but the precinct commander," Bratton notes. "So if you wanted to turn that aircraft carrier and that task force more quickly, the best way to do it was to get all those captains of all those ships involved. We empower beat cops to a degree, but the person who needs to be given power is the precinct commander, and then through Compstat you ensure that everybody else who's essential to his success, the rest of the crew, is there with him, so that he's not left out there on his own."

The crew, as it were, includes not just subordinates, but players at all ranks and in all sectors of the department. Compstat and the accompanying re-engineering of the department have resulted in a de facto "flattening" of the bureaucracy, with geographic rational than functional responsibility now the norm.

"The way police worked in the past," says Bratton, "the Detective Bureau didn't talk to uniforms, specialty units didn't talk to anybody. When the average police commander went to a community meeting, people would complain about drugs, about prostitution, about quality-of-life issues. But the commander had no control over drug units, he had no control over vice units. He'd send a request on up through the bureau chief, the chief of patrol, the chief of department, who would then send it back down through the organized crime chief, the vice unit or the drug unit. Meanwhile the commander is out there every night of the week getting his head handed to him by the community. But he didn't control those resources."

Not anymore. The Compstat process and the re-engineered NYPD are pointing the way to a new perspective on community policing, and demonstrating that a community orientation is not incompatible with aggressive, focused law enforcement. Safir calls the new approach "goal-oriented community policing."

CRIME COMPLAINTS

	WTD 1996	WTD 1995	% Change	MTD 1996	MTD 1995	% Change	YTD 1996	YTD 1995	% Change	YTD 1994	2yr % Change	YTD 1993	2yr % Change
MURDER	2	1	100.00 %	6	1	500.00 %	32	26	23.08 %	45	-28.89 %	69	-53.62 %
RAPE	2	2	0.00 %	5	6	-16.67 %	85	63	34.92 %	72	18.06 %	78	8.97 %
ROBBERY	18	25	-28.00 %	58	98	-40.82 %	933	1307	-28.62 %	1658	-43.73 %	2043	-54.33 %
FEL. ASSLT	12	19	-36.84 %	41	57	-28.07 %	785	876	-10.39 %	968	-18.90 %	1047	-25.02 %
BURGLARY	11	13	-15.38 %	27	41	-34.15 %	499	561	-11.05 %	787	-36.59 %	699	-28.61 %
GR. LARCENY	9	7	28.57 %	30	36	-21.05 %	412	587	-29.81 %	760	-45.79 %	867	-52.48 %
G.L.A.	7	8	-12.50 %	17	39	-56.41 %	314	359	-12.53 %	509	-38.31 %	631	-50.24 %
TOTAL	***61***	***75***	***-18.67 %***	***184***	***280***	***-34.29 %***	***3,060***	***3,779***	***-19.03 %***	***4,799***	***-36.24 %***	***5,434***	***-43.69 %***
SHOOT VIC.	4	2	100.00 %	12	4	200.00 %	115	139	-17.27 %	190	-39.47 %	310	-62.90 %
SHOOT INC.	3	2	50.00 %	9	4	125.00 %	102	119	-14.29 %	173	-41.04 %	282	-63.83 %
RAPE I	2	2	0.00 %	5	6	-16.67 %	71	52	36.54 %	62	14.52 %	66	7.58 %

ARRESTS STATISTICS

MURDER	1	0	******** %	3	0	******** %	31	28	10.71 %	35	-11.43 %	37	-16.22 %
RAPE	1	0	******** %	2	3	-33.33 %	33	20	65.00 %	25	32.00 %	19	73.68 %
ROBBERY	9	8	12.50 %	20	36	-44.44 %	394	468	-15.81 %	527	-25.24 %	498	-20.88 %
FEL. ASSLT.	10	14	-28.57 %	26	32	-18.75 %	528	453	16.56 %	433	21.94 %	287	83.97 %
BURGLARY	1	6	-83.33 %	14	12	16.67 %	159	168	-5.36 %	170	-6.47 %	106	50.00 %
GR. LARCENY	0	1	-100.00 %	7	4	75.00 %	92	92	0.00 %	76	21.05 %	81	13.58 %
G.L.A.	0	0	******** %	2	10	-80.00 %	72	107	-32.71 %	129	-44.19 %	162	-55.56 %
TOTAL	***22***	***29***	***-24.14 %***	***74***	***87***	***-23.71 %***	***1,308***	***1,336***	***-2.02 %***	***1,395***	***-6.16 %***	***1,190***	***10.90 %***
GUN ARR.	1	2	-50.00 %	6	5	20.00 %	116	163	-28.83 %	276	-57.97 %	311	-62.70 %
NARC ARR.	39	15	160.00 %	141	88	60.23 %	1619	1454	11.35 %	1799	-10.01 %	1290	25.50 %
PSB ARR.	40	48	-16.67 %	187	137	36.50 %	2750	2627	4.68 %	2535	8.48 %	1854	40.74 %
OCCB ARR.	45	0	******** %	171	13	1215.38 %	1333	391	240.92 %	313	325.88 %	376	254.52 %
D.B. ARR.	7	5	40.00 %	42	26	61.54 %	561	398	40.95 %	293	91.47 %	187	200.00 %
H.B. ARR.	11	27	-59.26 %	39	145	-73.10 %	1145	1575	-27.30 %	2028	-43.54 %	1023	11.93 %
T.B. ARR.	21	19	10.53 %	107	99	8.08 %	974	1375	-29.16 %	1156	-15.74 %	801	21.60 %
ALL ARRESTS	***125***	***99***	***26.26 %***	***652***	***420***	***31.43 %***	***6,908***	***6,409***	***7.79 %***	***6,373***	***8.39 %***	***4,383***	***57.61 %***

SUMMONS ACTIVITY

PARKING	687	809	-15.08 %	2156	1781	21.06 %	35008	30085	16.36 %	1595	2094.86 %	0	******** %
MOVING	400	305	31.15 %	1255	834	50.48 %	23374	16221	44.10 %	408	5628.92 %	0	******** %
CRIMINAL	135	29	365.52 %	440	60	633.33 %	4048	2672	51.50 %	76	5226.32 %	0	******** %
ECB	0	36	-100.00 %	35	64	-45.31 %	774	263	194.30 %	0	******** %	0	******** %

The comprehensive statistical profile that makes up one side of a weekly Compstat report. The other side offers demographics on the precinct and its personnel, non-crime information, integrity control data and a thumbnail dossier on the precinct's commander.

There's no going back to old ways

Cities vie to board Compstat bandwagon

"We do community policing," the Commissioner observes, "but it's not the only thing we do. Community policing officers are not the most effective way to deal with crime. They're the most effective way to make a community feel good, but there are lots of other ways to deal with crime while still using community policing officers.

"You have to be able to be flexible; you can't say that the only way to reduce crime is to have a cop who knows everybody in the neighborhood and that's the only way to do it. That's important, but it's not the end. There are lots of major cities in the United States that follow that philosophy strictly, and they have incredible crime."

Perhaps that's why other cities are taking notice of what's going on in New York. True, the Compstat process bears a passing resemblance to the SARA approach to problem-oriented policing — scanning, analysis, response and assessment — but, says Bratton, "nobody has done it as effectively as we've done it in New York."

To date, police officials from a number of jurisdictions have made pilgrimages to 1 Police Plaza in New York to see Compstat in action. Full-blown replications are already underway in Indianapolis and Prince George's County, Md. Mayor Alex Penelas of Metro Dade County, Fla., which includes Miami, met in November with Mayor Giuliani and Commissioner Safir and came away convinced that "there's a lot of good things that could apply" in Dade, including New York's crackdown on quality-of-life offenses and the pervasive use of computerized crime-data tracking. Even police agencies in England have been calling.

Two cities whose police forces have chronically needed all the help they can get are also giving Compstat a serious look. Washington, D.C., Mayor Marion Barry sat in on a Compstat meeting in November and promptly returned to his crime-plagued city to begin trying a similar approach in the nation's capital, including a public grilling — TV cameras and all — of police commanders about crime patterns.

New Orleans has gone a step further, importing two of the chief architects of the Compstat process to try their hand at turning around a crime-ridden city and its often corrupt, often brutal, notoriously inefficient police force.

Jack Maple, the former New York deputy police commissioner, and John Linder, who was a private consultant to Bratton, are now partners in a consulting firm, the Linder Maple Group, and they are currently implementing a plan that includes New York-style grilling of commanders and, in a wrinkle that Maple says does the NYPD one better, almost totally decentralizing the city's detectives.

The voluble, sartorially resplendent Maple has no doubts that Compstat, which he considers to be his baby, will work in the Big Easy just as it did in the Big Apple.

"This could be adopted anywhere in the world," he asserts. "And I would be very happy to demonstrate that anywhere, against anyone who thinks they can do any differently. They can take half the city, and John Linder and I will take the other half of the city. We'll do it the Compstat way, and we'll see what happens. John would do the cultural diagnostics to see what buttons to push to change the culture of the organization, and then Compstat drives it home."

A key variable in adopting Compstat, according to Maple, is the dynamics of leadership. "An organization takes on the characteristics of the leader," he notes, "and if the leaders take on this posture, this will change not only policing in America, this will change the crime picture in America. If every police department were modeled on this process, murders would be cut in half in this country."

Looking at Washington, D.C., Maple observes: "They have 550,000 people and around 3,600 cops. If those cops were properly deployed, it would be a ground ball to cut crime by 50 percent immediately."

Chief of Department Louis Anemone
A key to Compstat's success — and its future.

To some observers, the dynamics of political leadership are just as important a factor as police leadership. "Political backing certainly makes things easier," notes McDonald.

Safir is even more insistent. "If you don't have a chief executive to make sure you have the resources and the support to do your job, it's not going to work," he states. "You need is a governmental cultural change, and that's what happened here in 1994 when Mayor Giuliani came into office. Compstat is a very smart and effective tool, but it only works in the right environment. You have to be willing to do courageous things, which the Mayor has enabled the Police Department to do."

Most agree Compstat has the potential to become the dominant mode of policing in America. After all, who could argue with a process that has driven murder rates down by more than 50 percent in a few short years, and has made similarly sharp cuts in other major crimes? The Ford Foundation and Harvard University's John F. Kennedy School of Government liked what they saw, choosing the NYPD and Compstat as one of the winners of the 1996 Innovations in Government award.

Eli Silverman, a professor at John Jay College of Criminal Justice who has studied Compstat and the NYPD's re-engineering efforts extensively, is also a believer.

"CompStat is a many-splendored thing," notes Silverman. "Its beauty lies in its diversity. What started out as an informational need to know crime stats has expanded into a multi-functional vessel far beyond the goal of command accountability. As a management tool, it has extended beyond crime fighting; it is now a vehicle for planning, evaluation and coordination. The story of CompStat is the story of evolution."

Still, can it survive over the long term in New York, where political expediency has been known to drive crime strategy in the past? Some say that's a no-brainer.

"The redefinition of the roles and functions of senior staff has made it impossible to go back to the old ways," McDonald notes. And Maple sees a personality factor at work. "If it weren't for Lou Anemone, Compstat wouldn't have been nearly as effective. Chief [Joseph] Dunne, [Deputy Commissioner] Ed Norris and Anemone are the future of Compstat," he says.

Bratton puts it simply: "We've changed course, and the course will be changed for all time."

What's on the grill? In New York, it's police commanders

"Stress" is often seen as somewhat of a dirty word, as in "You need less stress in your life," or "I'm all stressed out today." But most experts on the subjects will readily concede that stress can in fact be a healthy, even necessary condition for an organism.

So, too, for an organization, and the high-stress Compstat debriefings held at New York City police headquarters twice a week are no exception. No one denies that they subject commanders to thorough scrutiny from superiors and peers alike, but the bottom line is that the intensive strategy sessions are a key element of the city's health and well-being when it comes to controlling crime and disorder.

The sessions today are a far cry in some respects from the way they began in early 1994, when Jack Maple, then the deputy commissioner for crime control strategies, and then-Chief of Patrol Louis Anemone held the first sessions in the headquarters press room. The flip charts and pin maps — lacking such basics as plastic overlays — that were used at the time to show crime patterns and hot spots seem primitive compared to the displays that are now shown on a huge, computer-linked video projection screen.

One thing has remained constant, however, and that's the intensity with which field commanders are grilled about crime reduction every Wednesday and Friday at 7 A.M. Another constant is the guiding hand, if you will, of Anemone, now Chief of Department, the NYPD's top uniformed cop. The debriefing and questioning at the sessions allow what Anemone calls "immediate accountability" of commanders and, as difficult as it might seem in an organization of nearly 45,000 sworn and civilian personnel, provide the police brass with a regular, in-depth look at all aspects of the department's anti-crime operations.

Too Stressful? Too Bad

"As much as you hear grousing from some people about how hard it is, how stressful it is, well, too bad," said former Commissioner William Bratton. "Life is stressful. Crime is certainly stressful. If you as a police professional, a police commander, cannot deal with the stresses in the Command Center, talking with your peers about crime, how are you going to be out in the field?"

Compstat meetings encapsulate, at various points and to varying degrees, the NYPD's four-step crime-control approach: timely, accurate intelligence ("clearly communicated to all," Maple emphasizes); rapid deployment; effective tactics, and relentless follow-up and assessment.

Intelligence is where it all begins, and the reports that are generated by Anemone's Compstat Unit are as deep in detail as they are broad in scope. The statistical profiles for each precinct and borough command offer nitty-gritty assessments of crime complaints, shooting incidents, gun and drug arrests, summons activity, integrity control efforts and a variety of demographic information, such as the precinct's population breakdown, personnel complement, and a profile of the precinct's commanding officer. The details offered in each weekly report should be enough to convince any commander that faking it at a Compstat meeting is simply out of the question.

It's show time," Bratton says of the Compstat meetings. "It's an opportunity to appear on Broadway, a tryout. A lot of people succeed, and a lot don't."

Those who don't measure up to Compstat demands — perhaps because they lack planning, motivational or leadership skills — are often reassigned to other, less taxing duties. On the other hand, those who do succeed may find themselves destined for greater things in the department — like Joseph Dunne, who was a deputy inspector in the 75th Precinct and is now an assistant chief in charge of the Brooklyn North Strategic and Tactical Command.

"Joe's star literally shown in the Compstat process," Bratton remembers. "He'd get up, he was knowledgeable, his people were working as a team. It's amazing what you see in that setting in terms of the skills of people."

Not Lonely at the Top

The Compstat sessions — which are open to outsiders, including prosecutors, probation officials, school security personnel and others who may wish to contribute or observe — are undeniably intense, but it's not as though precinct commanders are left to fend for themselves in that setting. That would be the old way of conducting business. Instead, right there in the room with the precinct boss is the borough commander, the detective squad commander, the robbery squad commander, the drug commander for that area – in short, just about anyone with responsibility for crime reduction in that area. "It's a true team approach," says Bratton.

The all-hands-on-deck approach to strategizing is more than just smart crime-fighting. Anemone points to an increased sophistication in running Compstat meetings that has gone hand-in-glove with growth in computer capabilities. As he told a nation-wide audience of police chiefs last fall, "Along with identifying problems has come brokering solutions — designing tactics, allocating resources, ensuring cross-bureau cooperation on the spot."

Add to that the element of "relentless follow-up" and you have one more reason for a precinct commander to break a sweat in an air-conditioned room. Strategies and resource allocations are deconstructed, re-examined and reconfigured with a degree of speed and flexibility that helps to ensure that ill-advised efforts are jettisoned and good ideas become better ones. An idea didn't work? Why not, captain? Another idea generated big-time results? A high-level "attaboy" and a round of applause are not out of the question.

The nature of the Compstat meetings ensures that field commanders will not feel helpless in the face of complex problems that cross precinct boundaries or that require integrated approaches involving a variety of different units. The very colleagues whose input and assistance could resolve a given problem are in the room as well, and all parties concerned are expected to be coordinating their efforts long before they arrive at headquarters, through "mini-Compstat" sessions convened by the borough commanders.

If the precinct and borough commanders need a small measure of comfort in the face of Compstat-generated stresses, perhaps it lies in the fact that the Police Commissioner has his own weekly briefing session with his boss, Mayor Rudolph Giuliani, a seasoned crime-fighter himself. Everyone, then, from platoon sergeants in the precincts all the way up to the Commissioner, is getting some taste of the same Compstat medicine.

The year in focus:

When the ocean holds the clues

Sabotage? Missile? Bomb? Mechanical failure?

None of these possibilities have been ruled out entirely by investigators trying to pinpoint the cause of the crash of a TWA jumbo jet on July 17, but one fact is certain: Some investigators are hinting at their increasing unwillingness to blame the tragedy on criminal action.

The explosion and crash of Flight 800 killed all 230 people on board, making it one of the worst airline disasters ever to occur in the United States. The crash sent shock waves through the nation, struck fear in travelers and prompted U.S. airports to increase already tight security. New anti-terrorist legislation ensued, along with more regulations to safeguard the safety of airline passengers.

From the start, a terrorist bomb was the most likely suspect in the downing of the Boeing 747. Although the crash has yet to be formally classified as a criminal act, the FBI, led by the head of its New York field office, Assistant Director James Kallstrom, has been closely involved in the investigation since the first day, paralleling another ongoing investigation by the National Transportation Safety Board.

The salvage operation — bringing up as much of the plane from the ocean bottom as is humanly possible —was continuing as of early December, with wreckage still being retrieved from the Atlantic Ocean about 10 miles off Long Island, N.Y.. The salvage operation, said to be the largest, most expensive recovery effort in aviation history, has been hampered by the 150-foot depth of the sea where the plane went down, bad weather, and a debris field that has widened to more than five miles as time and tides have taken their toll on the site. The bodies of 15 victims have not been found — and, officials say, may never be recovered.

Nearly 95 percent of the plane has been recovered and is being meticulously pieced back together at an aircraft hangar in Calverton, L.I., where each scrap, no matter how tiny, is being scrutinized by investigators The first big break came Aug. 22, when officials revealed that traces of PETN, a chemical component of plastic explosives, were detected from a piece of wreckage retrieved between rows of seats near the right wing. Officials later tempered their excitement at the find after learning that the plane had been used in a training exercise for bomb-sniffing dogs in June.

National Transportation Safety Board vice chairman Robert T. Francis (l.) and Assistant FBI Director James K. Kallstrom confer July 23 with Coast Guard officers over a navigational chart of the crash site of TWA flight 800. (Wide World Photo)

The 5 percent of the plane yet to be recovered is considered crucial in determining the cause of the accident. Among the missing pieces are the center section between the wings, including the cabin floor board, where an explosion of unknown origin split the plane in two, and parts of the plane's center fuel tank, which investigators know exploded but don't know why.

Privately, investigators are saying the crucial pieces may never be found. They may have been corroded by sea water or may have floated off and sunk many miles from the crash site. "A big problem is what we don't have," one investigator told The New York Times. "There is a good chance we will never find much more of the floorboard."

FBI agents also are questioning family members of those who perished, as well as ground crew members who could have had access to the jet during stops on its Athens-New York-Paris route. Some members of the ground crews reportedly had criminal convictions or had ties to terrorist or extremist groups. But at press time, no new developments on that angle of the investigation had been reported.

Many people who witnessed the crash from the Long Island shore said they saw a streak of light speeding toward the plane just before it exploded, prompting speculation that a missile — fired either by terrorists or the result of a "friendly fire" — caused the disaster. Over many weeks following the crash, that theory was kept alive on the Internet and received renewed interest in November, when Pierre Salinger, a former Presidential press secretary and, more recently, Paris bureau chief for ABC News, said he had received classified information that the plane was downed by an errant U.S. Navy missile test-fired from a ship in the area. While the claim made headlines for a few days, it was itself shot down by Kallstrom, who called the report "absolutely pure unadulterated nonsense, just an outrageous allegation."

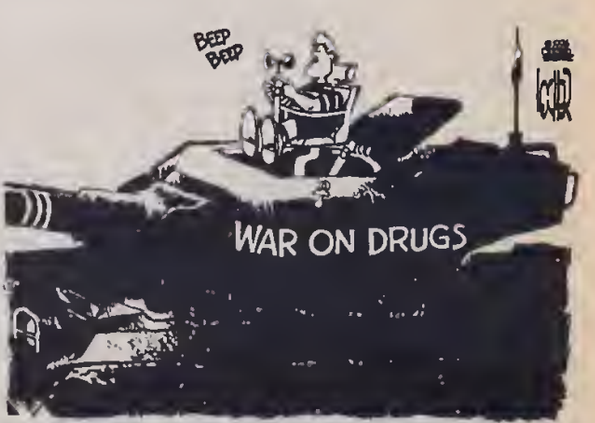
Nevertheless, after interviewing Salinger in New York last month, FBI officials reportedly told him to keep digging. Adding to the mystery were the reports of pilots on two different planes flying through the area on Nov. 16 that they had seen streaks of light near the flight corridor. While a large meteor shower occurred in the area that weekend, the pilots' sightings renewed speculation on the missile theory.

Shortly before Thanksgiving, Kallstrom, who had maintained that the disaster had the markings of a criminal act, appeared to back away from that theory, since no pieces of the plane's wreckage have concretely pointed to that cause. "From the standpoint of logic, it is becoming less likely that a bomb or missile caused this crash. We have a large percentage of the plane and we still have no evidence of a bomb or missile."

Among the victims of the tragedy were three passengers with ties to law enforcement: Portland, Ore., Det. Susan Hill, 45, a 22-year law enforcement veteran, who was among the first group of female officers hired by the Police Bureau in the early 1970s, and the first woman to join the agency's Hostage Negotiation Team; Pam Lynchner, 37, of Houston, was a crime victim who turned her frustration with the criminal justice system into a nationwide victims' advocacy group, Justice For All; and Janet Christopher, 47, a TWA flight attendant, the wife of FBI agent Charlie Christopher, who worked for Kallstrom in the New York office.

The year in focus:

Going to the polls on drugs



Despite urgent warnings from the Clinton Administration, drug czar Barry McCaffrey, and a host of other heavy-hitters including three former Presidents and the International Association of Chiefs of Police, voters in California and Arizona went to the polls in November to approve referendums that signal a potential sharp turn in attitudes toward drugs, and have officials speculating about the initiatives' message and impact.

The controversial initiatives, known as Proposition 200 in Arizona and Proposition 215 in California, both legalize marijuana — and in Arizona's case, other drugs as well — for medicinal uses.

McCaffrey spoke at a rally in Phoenix in October where he ripped into Proposition 200, saying it would pave the way for increased use of other drugs, such as LSD and heroin. The measure mandates treatment rather than jail time for first-time offenders, and under the Drug Medicalization, Prevention and Control Act of 1996, legalizes medicinal use of Schedule I drugs, including marijuana, heroin and LSD, if physicians can show scientific proof of the drug's medicinal use.

The measure also stipulated that those who commit violent offenses while on drugs would serve their full prison terms.

"What kind of message does this send to our children to say that heroin and methamphetamine are legal?" asked McCaffrey, a retired Army general. "We see this as the legalization of illegal drugs in Arizona."

Voters in California passed Proposition 215, which legalizes marijuana for medical use, with 56 percent of the vote.

Despite the voters' mandate in both states, however, U.S. Attorney General Janet Reno insisted that Federal marijuana laws will still be enforced. It also does not appear that pharmacists will be dispensing marijuana prescriptions anytime soon. The Arizona Pharmacy Association opposed the measure, and no major medical association has approved marijuana as a painkiller.

Arizona voters also endorsed Proposition 102, a juvenile justice referendum that requires adult treatment for juvenile offenders age 15 and older who are accused of certain violent crimes.

In New York, meanwhile, Nassau County residents weighed in with what some say was a resounding statement on gun control when they overwhelmingly elected to Congress Carolyn McCarthy, a Mineola housewife whose family was shattered when a gunman killed her husband and seriously wounded her son on a commuter train in December 1993.

The Long Island Rail Road tragedy turned McCarthy, a 52-year-old nurse, into an outspoken advocate of gun control. She decided to challenge Dan Frisa, the one-term Republican incumbent, after he voted roll back the Federal ban on assault weapons.

The year in focus:

Hate crimes still come in all forms

The FBI's effort to track bias crimes nationwide is gaining the cooperation of an increasing number of local law enforcement agencies, with 9,584 departments — representing 75 percent of the U.S. population — voluntarily submitting data to bureau's latest report.

Because the number of agencies reporting bias crime information has not remained constant, year-to-year statistical comparisons are all but impossible, and any one year's data is bound to be incomplete due to the voluntary nature of the reporting system. In the FBI's most recent annual report on bias crimes, however, the bureau noted that 7,947 hate crimes were recorded during 1995, the last year for which figures are available, with nearly three of every four such crimes motivated by race or ethnicity.

Blacks were found to be the target in three out of five of the racial attacks, but members of other population groups, such as Asians and Latinos, are turning out to be the victims in an increasing number of bias offenses.

Religious bias was a factor in 16.1 percent of the offenses, with Jews overwhelmingly the most common victims. Sexual orientation was the third most frequent motive, found in 12.8 percent of the offenses.

A sampling of reports from around the country adds detail to the FBI's statistical portrait:

¶ Black residents of Maine, who make up less than 1 percent of the state's population, have been the group most targeted for hate crimes over the past 3½ years, accounting for about one-third of all complaints, according to the state Attorney General's office.

¶ Hate crimes in Florida fell by 35 percent in 1995, which officials said was the largest decrease since the passage in 1990 of a state law requiring police to track the crimes. Attorney General Bob Butterworth credited greater public awareness and more aggressive enforcement by police for the decline. But while Butterworth said the statistics painted "a promising picture," he added that the decline must be viewed with caution since only 60 police agencies in the state reported hate crimes in 1995 — a 13-percent drop from the year before.

¶ At least one state, Massachusetts, moved to protect members of a class of people who don't usually come to mind as victims of bias crime — the disabled. Gov. William Weld signed legislation in July that increases penalties for crimes committed against the disabled or on the basis of sexual orientation to up to five years in prison and a $10,000 fine — the same punishment as for hate crimes based on race, color, religion or nationality.

The Los Angeles Police Department was prominent among the agencies that have demonstrated an increased sensitivity to the issue of bias crimes, opening a community service office at the city's Gay and Lesbian Center, where officers will help victims of bias crimes file complaints. Officer Lisa Phillips, who was appointed to oversee the effort, said many bias crimes go unreported because the department historically has had a bad rapport with the gay community.

As evidenced by local reports compiled by Law Enforcement News over the past year, hate crimes came in all forms, from murder to the distribution of racist leaflets:

¶ A racist message apparently directed at an Oregon state trooper of Iranian descent was spray-painted across the side of a Eugene Water & Electric Board storage shed in Walterville. The scrawl, which was visible to passing motorists, included a racial slur, the officer's name, a swastika and a symbol of the Aryan Nations group.

¶ In North Hanover, N.J., police officials released a list of more than a dozen criminal mischief and harassment probes conducted between April 1994 and March 1996, to help the state Attorney General's office in its investigation of a rash of bias crimes in northern Burlington County. In September, 11 people were charged with waging a harassment campaign against the town's black community.

¶ Three Lubbock, Tex., men were sentenced to life in prison in April for killing a black man and wounding two others in what prosecutors called a hunting trip aimed at starting a race war. Investigators seized a photograph of Adolf Hitler, a swastika and a Nazi flag from the residence of one suspect.

¶ Three other Texas men were accused of stabbing a gay man 35 times in January after the group accosted him in the parking lot of a neighborhood bar in Katy. The accused killers professed membership in a little-known skinhead group called the German Peace Corps.

¶ The presence of Ku Klux Klan members in full regalia still has the power to elicit angry emotions, as witness a rally in Ann Arbor, Mich., in June that deteriorated into violence. When Klan speakers began using racial epithets, a group of counterdemonstrators rushed police headquarters, where they shouted obscenities to officers keeping a cordon between the two groups. Eventually, police had to use tear gas to disperse the crowd.

¶ The military showed itself to be simmering with racial tensions, as new facts emerged from the December 1995 murders of a black couple in Fayetteville, N.C., allegedly by two soldiers at Fort Bragg who prosecutors said were skinheads motivated by racism. Prompted by the case, the Army conducted an investigation into the efforts of hate groups to recruit soldiers. Of the 7,600 GIs who were questioned, fewer than 100 were said to be members of white supremacist groups. Army officials said that a report would probably urge the repeat of a policy allowing soldiers to have "passive involvement" in extremist groups.

The year in focus:

Fires of hell in houses of God

Racial bias was by no means the sole motive for the seemingly relentless string of intentionally set fires that have destroyed numerous churches with predominantly black congregations, as well as some white churches. Still, the epidemic of arson, which began in early 1995 and continued with renewed fury throughout much of this year, was enough to grab the attention of Federal officials and galvanize the Government into action.

Reports of new arsons appeared to be leveling off as 1996 wound down, but the damage was already done, as nearly 100 places of worship had been torched since authorities first began tracking the outbreak last year.

In June, as reports of church fires intensified, President Clinton ordered a stepped-up investigation and called on Congress to approve more funding for the Bureau of Alcohol, Tobacco and Firearms and the FBI, the lead Federal agencies probing the blazes. Scores of investigators were added to the teams already assigned to the fires, nearly all of which occurred in the South, and the ATF opened a toll-free hot line to report tips. Up to 1,000 Federal, state and local investigators were on the job by year's end, treating each case as a civil-rights violation.

The President also agreed to form a Church Arson Task Force as a joint effort of the Treasury and Justice departments, whose members were to report back to him. Several high-ranking officials, including Attorney General Janet Reno and Treasury Secretary Robert Rubin, met with black ministers to reassure them that the Government was doing all it could to solve the rash of arsons. The Justice Department also provided arson-prevention funds to areas plagued by church fires.

Late in the month, Congress sent Clinton a bill that increased penalties for those convicted of setting church fires. The bill, which Clinton supported, expanded Federal law on church arson to include racially motivated fires, doubled the maximum prison sentence to 20 years, and provided $10 million in Federal loan guarantees to help rebuild underinsured churches destroyed by fire.

The Federal Government's approach meshed with the view of the National Council of Churches, which issued a report in June suggesting that most of the fires were linked to white supremacist groups. However, a two-month investigation by USA Today found no conspiracy by any group to target black churches. The newspaper also found evidence that serial arsonists in two regions of the South might be to blame for the recent surge in fires.

"Outside those clusters, the number of arsons at churches, black or white, is not unusually higher than in recent years," the newspaper reported June 28. "Some arsons are not even reported. This investigation found 18 more."

Identifying a pattern that closely followed the range of motives for all arsons, the newspaper said the church fires were set for a variety of reasons, including "teen-age vandalism, public drunkenness, derangement, revenge, insurance or other frauds, and to be sure, open or latent racial hatred. But no single thread runs through the black church arsons."

The newspaper identified "two well-defined geographic clusters or 'arson zones' where black church arsons are up sharply over the last three years. The patterns suggest racial motives." One area encompassed a 200-mile oval spread over parts of western Tennessee, Alabama and Kentucky. The other stretches across North and South Carolina, where the rate of black church fires has tripled since 1993.

To date, according to the newspaper, the suspects who have been charged in connection with the fires include teen-agers, copycats, firefighters, and even black and white members of congregations who torched their own churches.

Notwithstanding the newspaper's findings, for many African Americans the fires were a painful reminder of the firebombings of black churches that marked the civil rights movement of the 1950s and 1960s. The phenomenon intensified national debate over racism in American society, causing many to wonder whether much had changed at all since the Jim Crow era.

The U.S. Commission on Civil Rights appeared to agree, in a study issued in October, which found that while the fires were set for many reasons — some, but not all, out of racial hatred —the arsons were indicative of the racism that is still entrenched in many communities.

The commission's conclusions were drawn from a series of public forums it held in seven Southern states, where it found that racial animosity and segregation were still dominant features of life. "It was like turning over a rock and seeing what's underneath," said commission chairwoman Mary Frances Berry. "It simply turned out that those fires were an indicator of problems in the community."

The commission pointed out that racial animosity was so prevalent in Mississippi that black residents did not turn out for a forum held at a predominantly white college.

"I think the fires were simply a message, even though some were not race-related," said Melvin Jenkins, director of the commission's central region. "It was a message that we need to discuss race honestly, particularly in those Southern states."

ATF Agent Billy Hancock investigates the scene of the Aug. 4 fire at the predominantly black Beacon Baptist Church in Yazoo City, Miss. Federal and state investigators suspect the blaze was arson.

(Wide World Photo)

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Marie Simonetti Rosen
Publisher

Peter C. Dodenhoff
Editor/Associate Publisher

Jacob R. Clark
Staff Writer

Mary Mele
Subscriptions

Terrence DeGrenier
Editorial Assistant

Correspondents: Hugh J.B. Cassidy, Jack Dowling, Tom Gitchoff, T.L. Tyler, Ron Van Raalte.

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The year in focus:

Just how should we deal with youth crime?

The nation's overall crime rate may have been decreasing steadily during most of this decade, but the number of crimes committed by juveniles has skyrocketed, and it was against this backdrop that many jurisdictions adopted new, tougher-than-ever attitudes toward young criminals, including the prosecution of ever-younger juvenile offenders as adults.

The alarming trend may be expected to continue, with some experts warning of an explosion of violent juvenile crime over the next decade.

Granted, 1996 brought a glimmer of good news amid the gloom, with the FBI reporting that juvenile arrests for homicide dipped 22.8 percent in 1994, after having reached an all-time high the year before. Attorney General Janet Reno attributed the decline to community-based strategies adopted by law enforcement, curfews and prevention programs aimed at children and parents.

But those tidings were tempered by the predictions of some crime demographics experts that the lull is only temporary. The U.S. population of teenagers, they point out, is expected to increase by 1 percent for each of the next 15 years, from the current 27 million to 39 million in 2010.

Law enforcement officials seem prepared to heed the warning, calling for drastic steps to head off the expected surge in juvenile crime. A report released by the International Association of Chiefs of Police said law enforcement must take a primary role in combating youth crime, including forming partnerships with their governments, private citizens and businesses, and convening "summits" to discuss goals and strategies to deal with the problem.

Among the proposals outlined in "Youth Violence in America: Recommendations from the IACP Summit," which were drawn from a two-day meeting convened in April by the IACP, were: augmenting or redirecting resources to increase the number of youth service, school resource, anti-drug and gang programs; increasing Federal support to police agencies for youth violence-reduction programs and technology; increasing the number of community policing officers, and expanding the role of school resource officers.

Another report, based on a survey of over 500 police chiefs, found 92 percent agreeing with the view that the United States could sharply reduce crime by "fully funding Head Start for infants and toddlers, preventing child abuse, providing parenting training for high-risk families, improving schools and providing after-school programs and mentoring." Almost 90 percent of those surveyed by Fight Crime: Invest in Kids, a coalition of crime victims, prosecutors and police officials, agreed that failure to do so will result in higher crime and welfare costs, and said increasing investment in such programs was more effective than hiring more police or trying juveniles criminals as adults.

However, such views were not enough to turn back the tide of politically popular "get-tough" measures adopted in several states in response to rising juvenile crime. In Michigan, armed robbery, carjacking, kidnapping and arson were added to the list of crimes for which juveniles can be tried and sentenced as adults. Virginia passed legislation that requires youths charged with murder and rape to be tried as adults and opens juvenile courts and records to the public. The legislation also gives judges the authority to suspend adult sentences so that minors could be sent to juvenile facilities, but prison terms could still be imposed if their behavior has not improved.

Yet even as the trend to legislate harsher punishments continues, a new study by researchers at the University of Florida and the University of Central Florida found that such approaches may not be effective in deterring future criminal acts by young people. The study determined that juveniles tried as adults in Florida committed new and sometimes more serious crimes at a higher rate than those who were handled in juvenile courts. Such tactics, the study suggested may have "actually aggravated short-term recidivism."

Curfew ordinances, which have been growing in popularity for several years, lost none of their appeal in 1996, and even made their way into the Presidential campaign, with both President Clinton and Republican challenger Bob Dole endorsing the measures. Still, as with get-tough sanctions, the jury remains out on the effectiveness of juvenile curfews.

A curfew imposed in New Orleans last year is said to have contributed to a double-digit decline in overall youth crime in that city. On the other hand, officials of the Metro-Dade County Police Department in Florida say it is too early to tell whether the curfew in place there since November 1995 has had an effect. Those in surrounding towns say they've noticed an impact: The Dade County curfew, they claim, has led to a spillover of juvenile crimes committed by youths who congregate in outlying communities to avoid the curfew.

Many of the new law enforcement strategies against youth crime continue to place a particular emphasis on youth gangs, which, according to the Justice Department's first-ever gang survey, are causing worsening problems in 48 percent of the communities polled.

Police in Albuquerque, N.M., began a 30-day strategy of saturation patrols in gang-plagued neighborhoods in February, in which police stopped teenagers loitering on streets and checked them for gang tattoos, drugs and weapons. Those caught with the contraband wound up in jail; information gleaned from the contacts was entered into the department's gang data base. Other stepped-up efforts against youth gangs were announced in Alexandria, Va., Omaha, Neb., and Tulsa, Okla., among other places.

In Los Angeles, which has long battled an entrenched gang problem, officials announced a plan to get more bang for their anti-gang bucks by consolidating the city's efforts into a four-year, multimillion-dollar pilot program that will target at-risk middle-school students and will require for the first time that community-based programs show progress in order to be eligible for continued funding. The program, called "L.A. Bridges," also requires competitive bidding for groups seeking city funds to fight gang problems, and includes a police coroponent focusing on prevention programs.

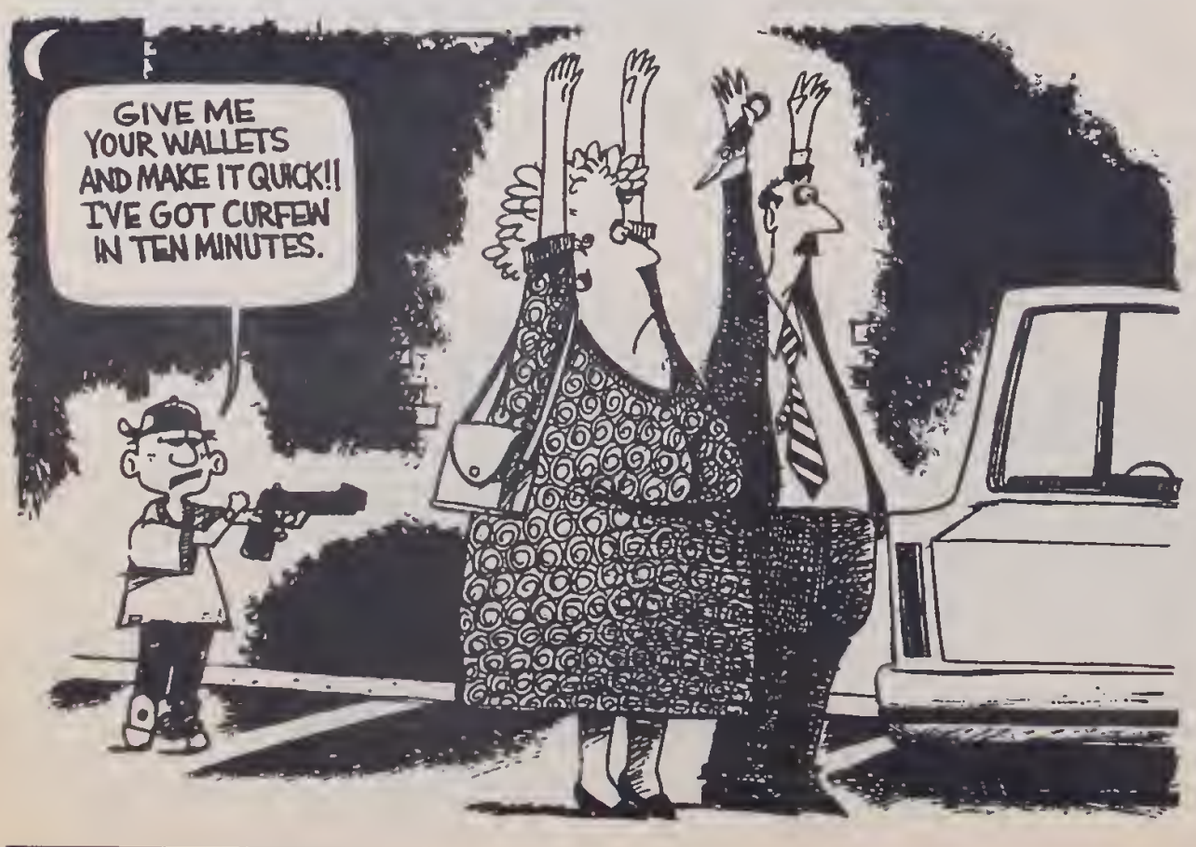
The ease with which youths gain access to firearms has long been a concern for law enforcement. In July, police chiefs and prosecutors from 17 major cities voluntarily pledged to provide information on every gun they seize, as part of a program to compile a Federal computer data base on the illegal sale of firearms to youths. Project LEAD, which will be overseen by the Bureau of Alcohol, Tobacco and Firearms, is an outgrowth of a pilot effort in Boston to keeps guns out of the hands of youth. Officials there say it is a prime reason why no Boston juveniles have been killed by firearms this year.

On The Record, 1996:

"We ain't seen nothin' yet. If we don't get a grip on this generation, there's going to be the devil to pay."

— Minneapolis Police Chief Robert Olson.

THE FACE OF CRIME'S FUTURE? Timothy Becton, 10, bas his shackles adjusted last March at a juvenile court hearing in Bartow, Fla. Becton aimed a shotgun at a sheriff's deputy who brougbt a truant officer to his home. (Wide World Photo)



The year in focus:

Crime rates just keep on dropping

Preliminary crime statistics for 1996 reported by police, along with anecdotal reports compiled by Law Enforcement News, suggest that the nation's crime rate, which reached a 10-year low last year, is dropping once again.

Police officials, long accustomed to explaining why crime has been skyrocketing, are now in the enviable position of offering reasons for the fifth consecutive year of an overall decrease in serious crime. And offer them they do, saying the tide has turned in the battle against crime as a result of closer relationships between police and their communities, savvy anti-crime programs, including those focusing on juvenile crime, and the addition of new officers, many of whom have been hired through Federal grants.

"There's an unimpeded line of communication between the Police Department and the citizens," said Fort Worth, Texas, police spokesman Lieut. Mark Krey, who said a wide-ranging community policing effort that includes urging citizens to conduct neighborhood patrols is partly responsible for an incredible 45-percent drop in crime since 1991, including a drop in the homicide rate of almost 50 percent.

New York City is also in the midst of a significant crime decline that began four years ago. This month, the NYPD reported that crime is down 16 percent overall so far in 1996, with a 17-percent drop in homicides. As of Dec. 1, 898 murders had been reported, compared with 1,085 killings during the same period in 1995. Should the trend last throughout the month, this year will be the first since 1968 that the number of murders in the city dropped below 1,000.

New York police officials have credited a crackdown on quality-of-life offenses made possible by the addition of thousands of new officers over the past five years. Major anti-drug initiatives launched in north Brooklyn and upper Manhattan, where city cops are working with Federal agents to break up gangs and deport illegal aliens involved in the drug trade, have resulted in more street criminals being taken off the streets. And, as noted elsewhere in this issue, field commanders are now being held accountable for crime conditions and trends and the development of strategies to address them.

Denver officials said the summer of 1996 marked a sharp decrease in gang-related murders; only one homicide was attributed to gangs, while gang-related assaults from May through July were reportedly down 76 percent compared to the same period in 1995.

In Phoenix, the number of homicides had dropped 23 percent through August, and officials expect an overall decrease in crime by year's end. "Everything is down, just across the board," said Det. Mike McCullough. "That's an indication the community is involved."

Increasingly, communities are enacting and enforcing curfews barring youths from the streets during late-evening and early-morning hours, which they contend help reduce crime. But in Boston, an innovative program that includes having probation officers ride along with police, with the authority to arrest those they witness violating their probation, is being credited for an eye-popping development: a decrease to zero in the number of juveniles killed by firearms.

Police also have intensified anti-gang efforts through a gun-interdiction program designed to keep guns out of the hands of youths. The program was implemented after Harvard researchers found that three-quarters of juvenile killers and their victims had been involved with gangs, and that firearms dealers who were illegally selling large numbers of guns to young people could be identified.

The program, which began in May and has led to a 71-percent drop in homicides involving victims 18-24, "is just a smarter approach to the problem of juvenile violence, and it is showing results," said Jeremy Travis, the director of the National Institute of Justice.

Nonetheless, as the song goes, every silver lining's got a touch of gray, and law enforcement and criminal justice officials nationwide continue to express fears that rising rates of crime by juveniles — which criminologists expect to grow steadily over the next 15 years — will offset the overall crime reductions that have occurred in the past few years. "We remain concerned over the prospect of an increase in juvenile crime over the next six to seven years," said James Pasco, executive director of the National Fraternal Order of Police.

"We ain't seen nothin' yet," added Minneapolis Police Chief Robert Olson. "If we don't get a grip on this generation, there's going to be the devil to pay.... They're hardened criminals by age 16 or 17."

James Alan Fox, dean of the College of Criminal Justice at Northeastern University, also has warned of the coming "crime storm" brought on by an expected demographic bulge in the number of teen-agers. In October, Fox said it was "far too early to celebrate" current downward trends in overall crime. "We are not winning the war against crime," he told The Washington Post, saying the declines are occurring because "because [crime] went so high" in the late 1980s and early 1990s. "The peak is now coming down to a more normal level."

Predictably, not all areas of the United States are currently enjoying falling crime rates. Minneapolis had a slight decrease in overall crime that was overshadowed by a sharp rise in the murder tally, which was a factor in the deployment of state troopers to assist police earlier this year. Troopers also were assigned to Bridgeport, Conn., to back up local police in what Police Chief Thomas Sweeney termed a "high-profile preventive measure" ordered after 10 homicides, most of them drug-related, occurred in a two-week period in September.

Federal officials in Indiana announced this fall that a task force of local, state and Federal officers would be sent in to quell rising violence in Gary, which has had one of the nation's highest urban crime rates for most of the decade. Homicides surged again in January after state troopers deployed in Gary in the fall of 1995 were withdrawn following a three-month crackdown.

Overall serious crime in Albuquerque, N.M., jumped 22 percent during the first six months of this year, including 39 homicides — a 95-percent increase over the same period in 1995. Police there launched a major offensive against gangs, which they say are responsible for many of the killings. By October, 61 homicides had occurred in the city, surpassing 1995's record-setting total of 60 murders.

According to FBI crime statistics for 1995 that were released by the bureau in October, the nation just experienced its fourth straight year of a downward trend in overall crime. In the annual tally, "Crime in the United States," the bureau reported a 1-percent dip in the total number of crimes reported to law enforcement. The decline included a 3-percent drop in the number of violent crimes, which fell to just under 1.8 million offenses.

The nation's crime rate declined by 2 percent, for a per-capita rate of 5,278 offenses per 100,000 population.

A significant factor in the overall decrease in crime was the falling number of violent crimes reported collectively by the eight largest U.S. cities — Chicago, Dallas, Houston, Los Angeles, New York, Philadelphia, Phoenix and San Diego. Crime Index totals in the 64 largest U.S. cities, all with populations of 250,000 or more, dropped 3 percent overall.

Among violent crimes, homicides dropped 7 percent; forcible rapes fell by 5 percent to their lowest level since 1989; robbery dropped 6 percent; and aggravated assaults declined 1 percent.

Property crimes fell by 1 percent to a total of 12.1 million offenses, the lowest since 1987. Most property-crime categories declined in 1995 — burglary, by 1 percent; motor-vehicle theft, down slightly to just under 1.5 million thefts. Larceny-theft, which made up 58 percent of the Crime Index total, rose by 2 percent, while arson dropped by more than 7 percent.

On The Record, 1996:

"I get a reputation for being negative, a doomsayer. I never meant there would be a blood bath."

— James Alan Fox, dean of Northeastern University's School of Criminal Justice

Speaking too soon on youth violence?

Oops! It now appears that earlier predictions that the nation will be awash in a juvenile crime wave over the next decade may have been a bit premature.

Attorney General Janet Reno said this month that an analysis of FBI crime statistics for 1995 shows a 7-percent decline in the number of arrests of juveniles 10 to 14, as well as a 4-percent decline in the number of violent crimes committed by juveniles last year.

The figures are heartening, Reno said, suggesting that a surge in violent crime by juveniles that has long been forecast by crime-trend analysts may not be as drastic as predicted. "These numbers offer us...a very good lesson," she said on Dec. 12. "We do not have to face an explosion in violent crime as some have suggested."

The figures quickly prompted some of the nation's leading criminologists to reassess their dire predictions, which they based on the expected bulge in the population of juveniles in the United States —from 27 million now to 39 million in 2010. "I get a reputation for being negative, a doomsayer," James Alan Fox, the dean of Northeastern University's School of Criminal Justice, told USA Today. "I never meant there would be a blood bath. Some of it was part of getting people's attention."

Jack Levin, who is director of the Northeastern's Center for the Study of Violence and Societal Conflict and who also has warned of the coming juvenile crime wave, said simply: "I was wrong."

Levin added that there is credible evidence that steps being taken now in all sectors of society, including law enforcement and criminal justice, might help to avert disaster down the road. "I really believe there is a cultural revolution going on. It isn't any particular program or policy that works. It's the fact that we're all addressing this issue," he said.

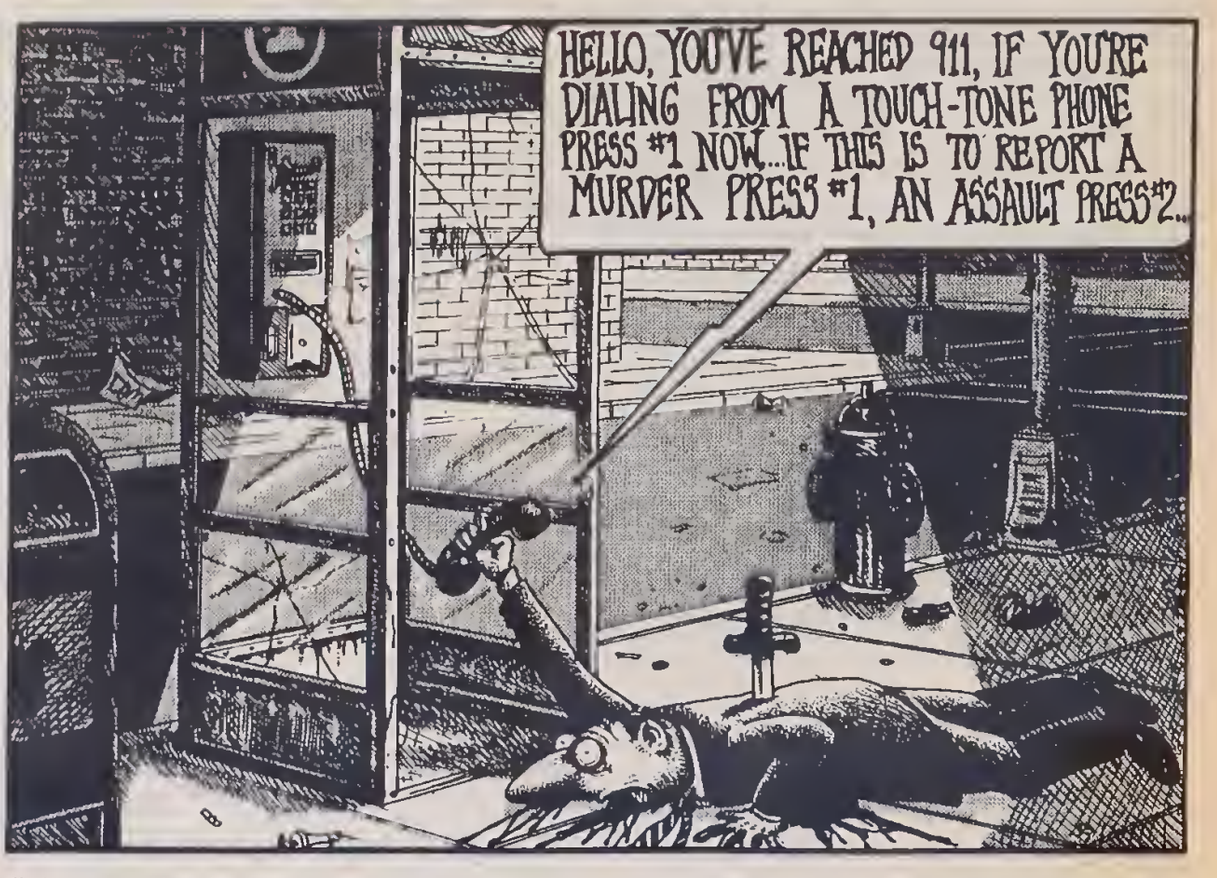
No increases in youth arrests have occurred in Tampa, Fla., for three years, confounding the experts, noted University of South Florida criminologist Richard Dembo, who is studying youth arrest rates in that city. Dembo said his analysis shows that "this massive wave of violence people have been talking about may not be an accurate projection. The numbers are not fluctuating dramatically. The majority of kids we see come in for property offenses."

Horse play

New York Yankees third baseman Wade Boggs takes a victory lap of Yankee Stadium aboard a police horse after he and his teammates defeated the Atlanta Braves on Oct. 26 to win the 1996 World Series in six games. Boggs later admitted that the thrill of victory offset his actual terror at being on the horse. (Wide World Photo)

The year in focus:

New solutions, new problems for 911



As law enforcement agencies across the country continue to update their 911 systems with increasingly sophisticated technology, the margin for errors that can shut an emergency line down for minutes at a time has never been greater

New York City got its enhanced 911 system on line in January after five years of surcharging residents 35 cents for the emergency dispatch system. The state-of-the-art communications grid promises not only to cut down on the processing time for each call, but to provide dispatchers with the caller's address automatically. While hailed as a marked improvement over the way 911 calls have been previously handled, it's given police officials more than a few bad moments during the year.

In April, callers to police headquarters were greeted with a message telling them that police were too busy eating donuts, masturbating, and drinking coffee to answer their calls. It also gave the emergency number as 119. The message ran from 6 P.M. on April 17 to roughly 6 A.M the following day. Police believe it was the work of computer hackers who broke into the system and changed the message.

Earlier in the month, the $156-million system crashed for more than 40 minutes late one afternoon, delaying help to more than 1,000 emergency callers. And in March, a tape that records communications between 911 dispatchers and transit officers was cut and the ends tied in knots.

In New England, switching equipment that was damaged at a Meriden, Conn., phone company office left that city without 911 service for several hours on Aug. 14.

Officials in Northampton County, Pa., have tried to counter these problems by awarding the first contract ever to a private company to operate and build an E- 911 system. The $42.8-million agreement is less than half of what the county would have paid had it issued a bond, said County Executive Bill Brackbill, who added that as a county government, Northampton did not have the necessary technical expertise. "We felt we'd get much more efficient and effective operations," he said.

Another growing problem faced by 911 dispatch systems, no matter how sophisticated, is calls from cellular phones. With some 36.5 million cellular phones in use in the country, and some 50,000 calls to 911 made daily from them, according to the most recent figures from 1994, the technology has created a thorny problem for emergency call systems: Dispatchers are unable to isolate the location of callers using the phones. New rules adopted in June by the Federal Communications Commission will require the industry to upgrade technology so that 911 operators can pinpoint a cell-caller's location to within 400 feet. In Fulton County, Ga., in April, it took firefighters up to 20 minutes to find a house on fire that someone had reported to their enhanced 911 system by cellular phone.

With the huge number of calls made to the country's 911 systems — a sizable percentage of them non-emergencies — it is inevitable, experts say, that some callers are going to get recordings asking them to hold on and wait for an operator. That has not sat well with residents in many areas. In one extreme example, a store clerk in Prince George's County, Md., tried twice to reach a human being before an armed robber convinced her she might not live to try a third time.

In Philadelphia, a jury returned verdicts Feb. 5 against six youths accused of fatally beating a 16-year-old boy to death. Some 33 calls were made to 911 reporting the beating before a police car showed up 40 minutes later. Transcripts of the calls revealed dispatchers to have been rude and impatient with callers.

Both Baltimore and the New York City Police departments have opted for a second, non-emergency line that is meant to ease the volume of calls swamping 911. In Baltimore, residents complaining about non-life threatening incidents can call 311. Sgt. Nelson Herrman, administrator of the city's 911/311 system, said about one-third of the calls usually logged to 911 are going to the new line.

In New York City, residents have to dial a few extra numbers — (888) 677-LIFE — to lodge complaints about panhandlers, prostitutes and other daily annoyances. The quality-of-life complaints will be checked out by police within a few days. Launched Sept. 13, the LIFE line logged 1,279 complaints, 43 percent of them for excessive noise, in its first two weeks.

The year in focus:

The constant quest for a technological edge

Submitted for your approval, as Rod Serling used to say:

¶ Technology that can identify a person by the minute fluctuations and unique characteristics of his iris.

¶ A device that can stop a speeding car by disabling its electrical system.

These and other advances that still sound like special effects from an Arnold Schwarzenegger film have arrived — not necessarily on our shores, however, and some not yet out of the pilot stage.

Still, police across the nation are taking part with increasing frequency in programs that will change the way speeders are caught, pursuits are conducted, and security and privacy issues are handled.

Some of the measures currently being tested or deployed were originally designed for the military and are now being reconfigured for civilian use. One such project would enable police officers to send out an electromagnetic pulse that disables a vehicle's electronic systems. The engine shuts off, and the car coasts to a safe, controlled stop.

The U.S. Attorney's Office for the Southern District of California announced in August that a $500,000 field test of the technology, which was developed during the Cold War, is being conducted by the Army and the National Institute of Justice.

If successful, the "car stoppers" device could end the high-speed chase as it is now known. Long a source of controversy and distress to police agencies, the hot pursuit has become increasingly regulated as to when it can be initiated. For instance, of the 1,237 chases reported by New Jersey law enforcement agencies to the State Attorney General's office in 1995, 315 resulted in accidents that left 8 people dead and 243 injured.

Similar technology to that being tested by the Army is already being marketed, albeit at prices out of the reach of most law enforcement agencies.

For those who agencies that do pursue criminals at high speeds, they won't be doing it much longer in the Ford Crown Victoria. The Crown Vic, a full-size, rear-wheel-drive vehicle beloved by law enforcement, is being put out to pasture by Ford. The general public, it appears, does not share the same feeling for the car. It will increasingly be replaced by the Chevy Lumina.

But don't expect anything other than gasoline to be used in those cruisers. While police cars powered by compressed natural gas are being touted as the wave of the future, less than half a dozen agencies nationwide have opted to switch to the cheaper, cleaner-burning alternative fuel.

The Wixom, Mich., Police Department is the first police agency in the state to use CNG in its patrol vehicles, after three of the gas-powered cars were acquired at a cost of $24,000 each.

Despite minor problems, Chief Lawrence Holland said be is satisfied with the cars' performance. The biggest concern is the number of times the car has to be refueled. "In the old days," he said. "you might be able to go two shifts before having to fill it up. Now it must be filled up every shift."

Even more innovations are on the way for the squad car. Dashboard video units are gaining popularity throughout the country, especially in Nebraska where several agencies have already installed the systems. In addition to aiding the prosecution of drunken-driving cases and other kinds of traffic stops, the devices are proving to be an excellent training tool. Some of the Lincoln Police Department's in-car tapes have been edited into a 30-minute training presentation that will continually be updated.

During the 1996 fiscal year, 29 agencies were able to purchase 62 cameras with funds provided by the Nebraska Office of Highway Safety. Twenty in-car units were purchased for the Omaha Police Department with funds raised by a foundation set up in memory of James B. Wilson Jr., a young Omaha police officer shot to death during a traffic stop.

Of all the technological advances entering the law enforcement arena this year, the most unusual — or certainly the one that most recalls a science-fiction film — is the optical scanner. Used by banks in Japan, the high-tech device is still in the trial stage in this country, being used by only a bandful of banks in the Midwest. The scanner matches the iris of a customer's eye against a photo of it in a data base, rendering an identification that is faster and more accurate than fingerprinting. Of 1,995 subjects in one field test, the scanner missed just one: because the person was wearing dirty eyeglasses.

The year in focus:

After 17 years, the end of the bloody road

For almost 17 years, he had eluded the most brilliant criminal investigators, while continuing to send death through the mails in the form of packages addressed to unsuspecting recipients. Despite a $1-million bounty on his head, the so-called Unabomber — named for his penchant for sending the mail bombs to employees of universities, airlines and other corporations — apparently had no problem concealing his identity.

The serial bomber, whose lethal handiwork has been blamed for three deaths and millions of dollars in property damage, was known to the public only as an eerie-looking sketch of a mustachioed man wearing a hooded sweatshirt and oversized, aviator-style sunglasses.

The sketch by Jeanne Boylan, one of the nation's leading forensic artists, was based on the description of a woman who worked at a Salt Lake City computer store where the hooded man left a camouflaged bomb that exploded in 1987, injuring the store's owner. That was the closest law enforcement ever came to snaring the Unabomber, who must have realized how close he came to being caught: He didn't strike again for six years.

All of that changed on April 3, when scores of Federal agents converged on a rickety 10-by-12-foot wooden cabin near Lincoln, Mont., and after a brief struggle, emerged with Theodore Kaczynski, 53, the man now charged in at least four of the 16 package and mail bombs attributed to the Unabomber since 1978. Kaczynski, who has pleaded not guilty to the few Unabomber-related cases for which he has been charged, is to be tried in the first case next November in Sacramento, Calif.

Kaczynski's bearded, unkempt appearance suggested an austere existence, and indeed, the Harvard-educated, mathematics genius who once taught at Berkeley had lived for 25 years as an impoverished hermit in the shack, which had no running water, indoor plumbing or electricity. There, Kaczynski, a native of suburban Chicago, hunted animals for food, grew his own vegetables and sometimes spent entire winters sequestered away from civilization. His only comings-and-goings were occasional trips to Lincoln on his beat-up bicycle, said neighbors, who invariably described him a harmless, eccentric loner.

The accused Unabomber, Theodore Kaczynski, being escorted into Federal court in Helena, Mont. (Wide World Photo)

While Kaczynski may have lived a Thoreau-like existence, presumably wanting nothing more than to be left alone, it was his apparent thirst for notoriety that began to steer investigators in his direction. Perhaps prompted by the World Trade Center bombing in New York City in February 1993, the Unabomber struck again in April of that year, ending a long hiatus. Within a three-day span, two bombs exploded on opposite sides of the country, injuring Charles Epstein, a geneticist at the University of California at San Francisco, and David Gerlertner, a computer-science professor at Yale University in New Haven, Conn.

Investigators' frustrations deepened as the Unabomber's activity picked up and grew more deadly over the next three years. In 1994, a mail bomb killed advertising executive Thomas Mosser at his North Caldwell, N.J., home. In April 1995, just a few days after the bombing of the Federal building in Oklahoma City, a bomb attributed to the Unabomber exploded again in Sacramento, killing timber-industry lobbyist Gilbert Murray. That June, a phoned-in bomb threat made to Los Angeles International Airport snarled air traffic nationwide and unnerved passengers.

Prosecutors apparently will have a strong forensic case against Kaczynski, judging from the mountain of physical evidence that investigators are said to have found in his remote cabin:

¶ Scrap metal and wood, which authorities say the Unabomber used to craft his meticulously constructed devices and made them hard to trace;

¶ Batteries and electrical wire that could be used for timing devices and detonators.

¶ Ten three-ring binders filled with writings and diagrams about constructing and concealing explosive devices, along with handwritten notes in English and Spanish describing how chemicals could be mixed to form explosive charges.

¶ Two manual typewriters that Federal agents believe were used by the suspect to type his "Unabomber Manifesto," in which the writer railed against encroaching technology and urged humankind to return to "wild nature" or face extinction. The Unabomber sent the 35,000-word screed to The Washington Post and The New York Times, warning of more bombings unless it was published.

Despite fears that publishing the manifesto might inspire other criminals to extort publicity from the media, the newspapers published the manifesto in September 1995 in the hope that the treatise "might offer a clue to the Unabomber's identity, if the right person saw it," according to an unidentified source quoted by Newsweek magazine.

Someone did recognize the Unabomber's ponderous prose style — Kaczynski's younger brother, David, who first approached the FBI through an intermediary in January, after becoming alarmed that themes in the manifesto were disturbingly similar to old letters he had found stored in an attic at his mother's house. That was the tip — out of thousands received, checked out and dead-ended over the years — authorities needed to zero in on the suspect at long last

The year in focus:

Patience pays off for FBI in Freemen siege

An 81-day standoff between Federal law enforcement officials and a band of tax-resisters who called themselves the Montana Freemen ended June 13, not with a bang, but with a whimper. And that suited Federal authorities — still smarting from earlier, bloody confrontations with extremists — just fine.

Officials appeared to do everything possible to prevent the siege at the remote, 960-acre ranch that the Freemen dubbed "Justus Township" from deteriorating into a deadly conflict that would not only further tarnish Federal law enforcement but make martyrs of the group — and thus give extremist groups more fuel for their strident anti-government rhetoric.

Federal law enforcement agencies, particularly the Bureau of Alcohol, Tobacco and Firearms and the FBI, came under heavy criticism for their roles in the 1993 siege at the Branch Davidian compound in Waco, Texas, that ended after 51 days in an inferno that killed 86 people.

The year before, in August 1992, the wife and son of white separatist Randy Weaver, as well as U.S. Marshal William Degan, were shot to death near Ruby Ridge, Idaho, during a standoff that began when U.S. Marshals tried to arrest Weaver on firearms charges. Weaver and a friend were later acquitted in connection with Degan's death. In August 1994, the Justice Department agreed to pay surviving members of the Weaver family $3.1 million.

[The FBI continues to grapple with reverberations of the Ruby Ridge incident. On Oct. 30, E. Michael Kahoe, an FBI official who headed the bureau's violent crimes and major offenders section, pleaded guilty to obstruction of justice, admitting that he ordered a subordinate to destroy a report criticizing the FBI's handling of the incident in order to prevent lawyers representing the Weaver family. He faces up to 10 years in prison and a $250,000 fine.]

The impasse with the Freemen, a group of self-styled patriots who declared themselves immune from Federal law and who ascribe to the white-supremacist, anti-Semitic doctrines of the Christian Identity movement, began March 25 when authorities arrested two members of the group. The pair had been named in an indictment charging them with involvement in a Freemen scheme to generate phony money orders that defrauded banks, credit card companies and mail-order houses of more than $1.8 million.

The pair, who had been hiding at the ranch since 1995, shouted objections and protests at their arraignment, declaring that the court had no authority over them, forcing the judge to postpone the proceeding.

Meanwhile, about 18 other Freeman and their families, including three children, holed up in the complex near the town of Jordan and refused to surrender. But this time, unlike in Waco, there were no deadlines set for surrender, no rock music blasting at the compound at all hours, and no high-powered, klieg lights beaming at the ranch at night. Lightly armed law enforcement officials maintained a distant perimeter, but maintained a line of communication with ranch occupants.

The site became a magnet for sympathizers and militia members, as well as the curious, from all over the nation. Some said they came to serve as witnesses should the siege become violent. The Montana Anti-Extremist Coalition, a group that deplores the state's becoming a haven for far-right fringe groups, also converged on the area to protest the presence of the Freemen.

THE FBI EXERCISES MORE DISCRETION IN THE LATEST STANDOFF WITH SEPARATISTS

Others offered to mediate an end to the standoff. Randy Weaver and James "Bo" Gritz, the ex-Green Beret officer who had convinced Weaver to surrender, were rebuffed by agents who turned them away from the checkpoint near the ranch. Gritz eventually did meet with the Freemen several times as the siege dragged into its second month. But on May 1, Gritz gave up trying to negotiate a surrender, saying the Freemen had taken an "oath to God" not to leave their compound until their demands were met.

Among the approximately 40 intermediaries who met with the Freemen, it was Butch Anderson, a local rancher whose daughter and 5-year-old granddaughter were at the ranch, who fared best. Following several meetings, as well as the delivery of a petition by some relatives calling for an end to the siege, Anderson's relatives left the compound — the first of several people in the ranch who would surrender individually during the long siege.

In May, negotiations appeared to be at a standstill. In subtle but increasing displays of frustration with the status quo, the FBI added a second plane to its aerial surveillance of the complex, eventually bringing in three armored vehicles and a helicopter and setting up more checkpoints around the site.

On May 16, FBI agents and Freemen met face to face for the first time since the standoff began, signaling a turning point but no impending closure to the situation. Five days later, as the latest mediator stormed away from the compound in anger and frustration at being unable to sway the Freemen, six armed members of the group were seen for the first time conducting foot patrols of the compound.

On June 3 — Day 71 of the siege — the FBI cut off power to the compound in what the bureau said was "another effort to persuade the Freemen negotiations for a peaceful settlement." Three days later, two adults and two children left the compound. Then on June 11, Federal agents agreed to take Edwin Clark, one of the Freemen leaders, to Billings so he could meet with jailed comrades, guaranteeing him safe passage to Billings and back to the ranch and promising he would not be arrested. The last minor at the ranch left on June 12 when a teen-age girl, who later told authorities she feared for her life if she remained, was released.

Finally, as the FBI prepared to ratchet up pressure on the group once again, the last 16 members of the Freemen surrendered to authorities, bringing a peaceful end to one of the longest sieges in U.S. law enforcement history. FBI Director Louis Freeh said the standoff showed the effectiveness of new procedures on hostage situations that were adopted by the bureau following the Waco debacle.

"The prudent thing was to put patience above the risk of bloodshed," Freeh said. "A strategy from Day 1 of patient, honest and persistent attempts at negotiation ultimately prevailed."

The year in focus:

Risky business on the nation's roads

We're driving faster, we're driving drunker, and we're driving meaner. Whether it was motorists using guns and knives on each other, driving while intoxicated, or taking speedy advantage of last year's repeal of the nationwide 55-mile-per-hour speed limit, driving was a risky business in 1996.

While some states, including Florida, Montana, Utah, and Massachusetts, actually recorded fewer highway fatalities since raising the speed limit, a survey by The Associated Press found in December that one year after the increase in highway speed limits to 65 or 75 mph, traffic deaths in eight states rose — in some cases, dramatically.

Alabama, California, Missouri, Nevada, Oklahoma, Pennsylvania and South Dakota all saw increased death rates. In Texas, traffic deaths rose 17 percent — to an average of 40 more per month. If the trend continues, the state will have its highest death toll — 3,600 — since 1985.

Speed was said to be a factor in 30 percent to 33 percent of traffic deaths in Oklahoma in 1995, the most recent figures available. That figure is up from 20 percent before the repeal.

In Nebraska, thirteen fatalities were recorded on Interstate 80 during the first five months of this year, and 14 more occurred in just two months after the state raised the speed limit to 75. By October, the state had already equaled the one-year total of 27 that was chalked up in 1988, the highest number ever recorded.

In its most recent figures, the National Safety Council reported that in 1995, traffic deaths rose 2.8 percent, to 43,900. The year marked the third consecutive increase in highway deaths after an all-time low in 1992 of 40,982. Alcohol-related fatalities in 1995 rose to 17,274 from 16,589 the year before. "We are seeing, for the first time, a remarkable reversal of the progress since the 1980s," said Jerry Scannell, the council's president.

Montana, however, has no daytime speed limit. While some laughingly refer to its highways as "Montanabahns" after Germany's no-speed-limit highways, the state's number of traffic fatalities as of Sept. 30 stood at 152, a decrease of 13 from the same period a year earlier. For about 85 percent of drivers, Montana's "reasonable and prudent" daytime speed is 75 mph on Interstates and 65 on two-lane highways. The other 15 percent of motorists travel at speeds of up to 100 mph.

In Virginia, officials said in September that the number of DWI arrests had dropped by 12.1 percent and alcohol-related fatalities by 9.3 percent since 1994, when the blood-alcohol threshold for driving was lowered from .10 percent to .08 percent. Apparently, 35-year-old Christopher Barbour of Fredericksburg did not hear the good news, because he was arrested for drunken driving in July when he and his 23-year-old girlfriend played a fantasy game of "naked hitchhiker." The girlfriend took her clothes off and waited for Barbour to come down the road for her. Unfortunately, he was minutes too late, and a woman motorist got the surprise of her life when Barbour's nude girlfriend jumped in her car.

In other parts of the country, alcohol-related crashes rose. Despite a 19-percent increase in drunken driving arrests by the Oklahoma Highway Patrol, fatal crashes increased by 6 percent in 1996 as compared with the year before.

Even police were arrested for drunken driving and being drunk on duty as DUI officers. In Missouri, Tim Matthews, a seven-year veteran of the Nixa Police Department, resigned July 17 after being arrested for drunken driving while attending a safety seminar.

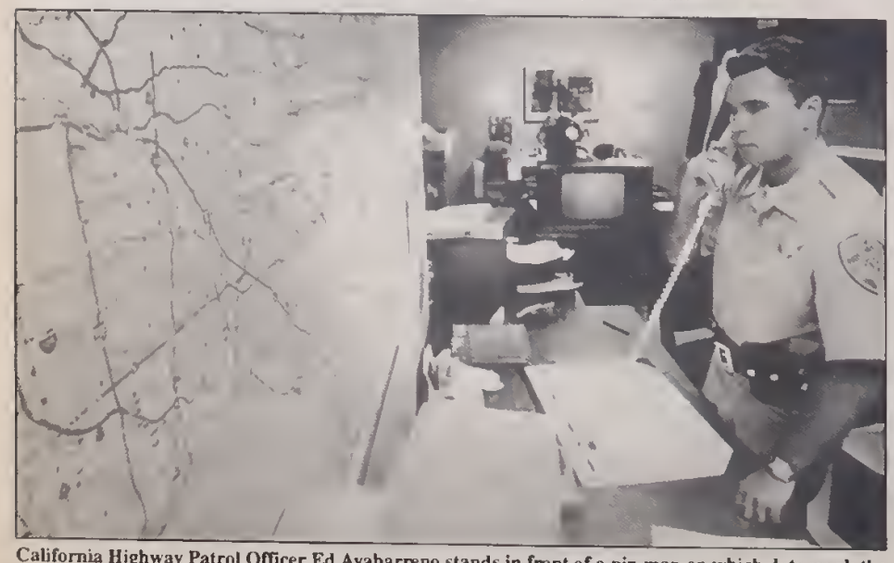
Walsenburg, Colo., Officer Robert Pacheco was suspended after being discovered drunk on the job while serving as the department's DUI enforcement officer. He was later reinstated.

Guns, knives, clubs and tire irons were found to be the favored weapons 44 percent of the time when a motorist sets upon his fellow motorist. According to a study released in November by the AAA Foundation for Traffic Safety, violence by malicious drivers rose 51 percent from 1990 to 1996. The most aggressive drivers were young, poorly educated men, said the study. Only 4 percent of the incidents involved women.

The same month that study was released, the California Highway Patrol arrested two men, Jose Soto, 21, and Hugo Hernandez, 22, in connection with a spree of mysterious window-shattering attacks that began on Sept. 11 and left Southern California drivers angry and frightened.

The attacks, some 240 of which were reported, typically involved some kind of projectile being hurled through the vehicle's back or side window. A search of Soto's home turned up a 9mm. semiautomatic pistol and an AK-47 rifle. Marbles and a stock of BBs were also found.

"Reasonable & prudent" became the daytime speed limit for cars on Montana highways. (Wide World Photo)



California Highway Patrol Officer Ed Ayabarreno stands in front of a pin map on which dots mark the locations of window-smashing attacks on cars on Los Angeles-area freeways. (Wide World Photo)

The year in focus:

Policing with some reservations

Allegations of police brutality. Shrinking budgets. A shortage of personnel exacerbated by low salaries. Jurisdictional disputes. Rising violent crime, including an increasing number of incidents involving youth gangs.

While this litany of ills could well describe the problems facing many of the nation's police agencies, in this case they are the bane of law enforcement agencies on Indian lands.

In a series of articles this year, Law Enforcement News took an in-depth look at some of the dilemmas facing police in Indian Country. And, whether one considered the agencies under the purview of the U.S. Bureau of Indian Affairs or the increasing number that are under tribal control, the primary concern identified by officials inadequate funding.

"If we're going to get anywhere, it's got to be in the area of trying to prevent some of this crime," said Ted Quasula, director of BIA's Division of Law Enforcement, which is headquartered in Albuquerque, N.M. "We simply don't have enough cops in Indian Country to provide coverage around the clock like anywhere else in America."

The situation is complicated by the massive size of the reservations Indian Country police must patrol, as well as by crime spilling over from fast-growing urban centers like Phoenix, Ariz. But perhaps even more so, the complex jurisdictional arrangement — the result of treaties dating back more than a hundred years as well as more recent Federal laws — adds to their dilemma.

"You can have state jurisdiction, Federal jurisdiction and tribal jurisdiction; in fact, on any one particular case, you can have all three," said Quasula. "The race of the people involved, the location of the crime and the degree of the crime — all come into play when you're trying to determine what charges to file against whom and where."

The situation appeared to ease somewhat in the fall, when President Clinton's budget for fiscal year 1997 called for an increase from $68 million to $84 million in the "tribal priority allocations" from which law enforcement funding is drawn. But the dire state of affairs has prompted more than 100 tribes to set up their own police agencies under the Tribal Self-Governance Act of 1994. Under the act, tribes develop a compact of self-governance with the Federal Government under which they can plan, consolidate and administer programs and services usually administered by the BIA, including law enforcement.

About 60 percent of Indian Country's police programs are now being run by the tribes themselves, and a BIA survey counted about 1,100 tribal police officers three years ago. That number has certainly increased in recent years since tribes are eligible for supplemental police hiring grants from the Justice Department's Office of Community Oriented Policing Services. The emergence of profitable casino gambling and other gaming operations on Indian reservations has increasingly provided tribes with the means to support their own police forces.

> "We simply don't have enough cops in Indian Country to provide coverage around the clock like anywhere else in America."
>
> *— Ted Quasula, director of the Bureau of Indian Affairs Division of Law Enforcement.*

Accusations of police brutality and the use of excessive force against suspects allegedly committed by BIA officers have also contributed to the growing movement by tribes to assume control over police services. Critics of BIA-administered police agencies say there is little in the way of checks and balances to prevent such misconduct.

An even more far-reaching proposal to transform the way policing is carried out on Indian reservations was endorsed in October by the International Associations of Chiefs of Police. At the group's annual conference in Phoenix, members voted to support a proposal by the Navajo Nation, the largest Indian reservation in the United States, to create a Federal Indian police agency under the Justice Department. The Navajos say they want more jurisdiction over non-Indians who commit crimes on reservations.

The year in focus:

Once more, into the breach

Like the Dutch boy with his finger in the dike, the Federal Government this past year would allocate manpower and equipment to a breach along the U.S.-Mexican border, only to have another conduit for illegal immigration open up somewhere else along the line, bringing with it some of the worst drug-related violence in years.

Legislation approved by the House in July added $2.8 billion to efforts to enforce immigration laws, including the hiring of 1,100 new Border Patrol agents, and $7.1 billion to combat drugs. Narcotics-related violence along the border, said White House drug-policy director Barry McCaffrey at a law-enforcement summit, has gotten "immeasurably worse," and officials must prepare for a long-term fight.

Violent incidents involving Federal agents and Mexican nationals trying to enter the country illegally included:

¶ The murder of a Border Patrol agent by a suspected drug smuggler in west Texas.

¶ An exchange of gunfire between Border Patrol agents in El Paso and a suspected narcotics trafficker on Aug. 14.

¶ A Nov. 7 attack on a Border Patrol agent in the El Paso area after he had chased three men back to Mexico. One of them opened fire with a shotgun from across the border. The agent was unharmed, but his vehicle was strafed with pellets.

¶ An illegal immigrant who ran off a 120-foot cliff in the dark on Jan. 20 after being stopped by Federal agents at Otay Lakes Dam, Texas, about four miles north of the Mexican border. The FBI is investigating the incident.

¶ An accident involving a van carrying 20 illegal immigrants, after the vehicle missed a turn and crashed into three parked cars in Honey Springs, Calif., killing one person and injuring 12 others.

¶ Thirteen shots fired by men in Mexico in July at Border Patrol agents in Calexico, Calif. The agents, who were uninjured, recovered 507 pounds of cocaine.

In towns like Eagle Pass, Tex., landowners and residents have been terrorized by drug gangs and bandits who continually crossed their land bringing billions of dollars worth of marijuana, cocaine and heroin into the country and trying to push them off their property. During a meeting in May, the town's ranch owners called on Federal agencies to help them. Three months later, the state Department of Public Safety dispatched 100 patrol and narcotics officers to Eagle Pass to address the situation.

But agents from the U.S. Border Patrol, Customs Service and DEA admitted to being badly outmanned and outgunned. The gangs, said officials, are often aided by night-vision equipment, cellular phones, border sentries, and their own intelligence-gathering capabilities.

More drug seizures and arrests of illegal immigrants were made in the area during the first half of last fiscal year than in all of 1995 — and that's with agents catching just an estimated 5 percent, said Federal officials.

Last year, agents made seizures of 873 pounds of marijuana in El Paso, 301 pounds of cocaine in Nogales, Ariz., and 8,000 pounds of marijuana in tiny Eagle Pass.

"There are so many little roads, side roads coming out of here, it's impossible for us to stop it with the manpower we have in this sector," conceded Benny Carrasco, the Border Patrol agent in charge of Eagle Pass.

U.S. Border Patrol workers work on construction of a 1.3-mile-long steel fence along the U.S./Mexico border near Sunland Park, N.M. The 10-foot-tall fence, aimed at reducing illegal immigration and deterring bandits who prey on border areas, extends three feet below ground to discourage people from burrowing beneath it.

(Wide World Photo)

The El Paso area was prey last year for a brazen group of bandits believed to be operating out of Mexico. They blocked four-lane roads with boulders, nail-studded boards and, once, an old sofa. When motorists were forced to a stop, they were robbed. The gang was suspected of more than 20 robberies at the beginning of the year, including numerous assaults.

Plans were made in El Paso to erect lights and a two chain-link fences along the border. Similar plans were announced in October for the border at Naco, Ariz., where a steel barrier will be erected by Marines. Near Sunland, N.M., steel mats will be implanted under a 1.3-mile long, 10-foot high fence the U.S. Border Patrol is installing.

But while the nation tried, both literally and figuratively, to fence itself off from illegal immigration, a record number of people were naturalized in 1996 — more than 1 million, twice the number of immigrants granted citizenship in 1995. The huge swelling of citizenship applications was attributed to a 1986 amnesty that allowed 2.6 million immigrants to legalize their status. And, helping the INS plow through the backlog was a program called Citizenship USA. It was that program that raised fears that the hundreds of applicants may have been granted citizenship before Federal agencies could complete criminal background and fingerprint checks. The citizenships of 36 people subsequently found to have felony records had to be revoked.

In the throes of anti-immigration fervor, some of the proposed legislation aimed at the problem was found to sit poorly with law enforcement. The Police Executive Research Forum, the National Fratemal Order of Police, and Los Angeles County Sheriff Sherman Block were among the organizations and individuals who came out strongly in the spring against a provision in an immigration reform bill that would have denied public education to the children of illegal immigrants. One of the biggest problems, said Block, is developing a positive alternative to gangs and drugs for these youngsters who have free time after school. "To literally have them loose on the street under this provision," he said, "I don't see how that would be a positive."

The Immigration and Naturalization Service extended its own measure of sympathy to the plight of some immigrants, when officials said in March that under a provision of the Violence Against Women Act they would allow immigrant women and children who were the victims of domestic abuse to seek legal status on their own.

The year in focus:

Smack, speed & teen-agers going to pot

With heroin making a comeback as the drug of choice on the East Coast, methamphetamine distribution moving across the country from west to east, and pot smoking by the nation's teen-agers continuing to rise steadily, 1996 brought a renewed chorus of voices insisting that the Government's approach to drug fighting is not as effective as it should be, and that a new, balanced look is needed at what works and what doesn't.

Surveys, experimental programs and support for alternative approaches to drug enforcement by police last year indicate that even law enforcers are willing to try new ideas they may have resisted in the past.

A nationwide poll conducted for the Police Foundation and Drug Strategies, a Washington, D.C.-based organization that advocates a more balanced approach to anti-drug efforts, found in April that more than half of the 300 police chiefs surveyed thought the current approach to fighting drugs needs a "fundamental overhaul."

Ninety percent of the chiefs insisted that decriminalization would be wrong, but 47 percent said education is the most effective approach to the problem, compared to 28 percent who felt interdiction of drug supplies was the best approach, and just 15 percent who said punishment is more useful that interdiction, treatment and education.

Placing users in court-supervised treatment programs was found by 59 percent of the chiefs to be more effective than imprisonment, and fully two-thirds said funding for such intervention programs should not be curtailed.

Some police chiefs are already exploring or advocating new approaches to the drug issue, including New Haven Police Chief Nicholas Pastore, who has been supportive of needle-exchange programs and other measures that address drugs as a public-health issue. In Baltimore, Police Commissioner Thomas Frazier last year sent a team of officers overseas to the Dutch city of Rotterdam to study its relaxed approach to drugs, which has resulted in just 3,500 addicts in a population of roughly 600,000. Baltimore, meanwhile, has 100,000 more residents than Rotterdam, but more than 10 times the number of drug addicts.

In Birmingham, Ala., the National Institute of Justice awarded a $1-million grant in September for an experiment that would test every arrestee for illegal drug use. Those who test positive would be required to attend treatment programs. While there is debate over how effective mandatory treatment is, between one-half and three-fourths of the nation's criminal population tests positive for drugs at the time of arrest.

The profile of hard-core users is changing as well — at least where heroin in concerned, with the drug having gained popularity with the middle-class and professional sectors of society. It's "remarkably different than it was 20 years ago," said Robert Strang, a former DEA agent who once worked undercover on Wall Street. "We've seen a tremendous increase in heroin use over the past six years, not only in New York, but also in Dallas, Los Angeles, Chicago and Miami."

Usually at least 65 percent pure, and disturbingly cheap, heroin has been blamed by Orlando police for the deaths of five teen-agers over a recent 12-month period. During the first half of 1995, heroin-related emergencies at Boston hospitals jumped 72 percent compared with the same period in 1994. Heroin seized by law enforcement agencies tested 97-percent pure, as compared with a product that was less than 10-percent pure five years ago.

Law enforcement officials are also increasingly concerned about the eastward spread of methamphetamine, also known as crank, ice or speed, and feared by many officials as the likely successor to crack. The Drug Use Forecasting program has said that roughly 6 percent of all adult arrestees test positive for the drug, with use concentrated in the West and Southwest.

"This is the most malignant, addictive drug known to mankind," said Dr. Michael Abrams of Broadlawn Medical Center in Des Moines. Police sources in Washington state say cocaine users are switching to methamphetamine because the drug is believed to be less adulterated than cocaine and its effects can last far longer.

From 1992 to 1994, speed-related deaths increased 145 percent nationwide, according to attendees at a conference in February, which brought together Federal, state and local law enforcement officials to formulate a national strategy for curbing methamphetamine traffic. In Los Angeles, deaths more than tripled during those two years, while Phoenix's casualty toll rose sixfold from 1993 to 1994.

Since 1992, the use of marijuana among teen-agers has been creeping back up. According to a nationwide survey by the Partnership for a Drug-Free America, juveniles are declining to "just say no" at an alarming rate. Factors for the increase, which briefly became an issue in the 1996 Presidential campaign, may include the glamorization of pot in the media, a lack of persistent government programs, and communication problems between parents and their children.

The annual National Household Survey on Drug Abuse found that while the use of illicit drugs by adolescents dropped from 3.2 million in 1985 to 1.3 million in 1992, the number shot up again in 1994 to 2.1 million.

LSD is also a favorite of teens, according to a University of Michigan survey which found that in 1994, LSD use among the nation's high school students hit a 20-year high.

The people, the places, the names & the faces

Welcome to the Feds

For the first time in FBI history, the agency has knocked on the door of a local police chief to assume a leadership position within the bureau. Ithaca, N.Y. Police Chief **Harlin McEwen**, 58, was appointed Jan. 29 to be deputy assistant director in the charge of the agency's huge Criminal Justice Information Services Division.

FBI Director **Louis Freeh** said McEwen "is exceptionally well-qualified in an area that is fundamental to effective law enforcement and public safety across the country. His long and respected experience at the state and local level will bring a critically needed perspective to national criminal justice information programs that are undergoing unprecedented technological change."

In his new role, McEwen, who has led the 74-officer Ithaca force since 1988, will oversee several modernization projects, including NCIC 2000, the integrated Automated Fingerprint Identification System and the National Incident-Based Reporting System. He will serve as a troubleshooter as the division undergoes changes that include moving some of its functions to a new facility in Clarksburg, W.Va.

[The Clarksburg facility was the apparent target of a plot by a local paramilitary group, seven members of which were arrested in October by Federal agents. Among those arrested was the leader of the West Virginia Mountaineer Militia, Floyd R. Locke, who was charged with conspiracy and transporting explosives across state lines.]

McEwen was joined by two other new faces in the Federal law enforcement line-up: **Barry R. McCaffrey**, a four-star Army general who was appointed Jan. 23 as director of the White House's Office of Drug Control Policy, and former New York City Police Commissioner **Raymond Kelly**, who became undersecretary of the Treasury for enforcement.

McCaffrey, 53, has served as commanding officer of the Southern Command in Panama, the regional headquarters for the U.S. military in Latin America. His appointment by President Clinton makes him the first military official ever appointed as "drug czar." His appointment also sends a message to those who have been critical of Clinton's anti-drug commitment.

In a speech to the Heritage Foundation two weeks after his appointment, McCaffrey, a veteran of the Vietnam and Persian Gulf wars, said the drug problem is not "a tough problem like AIDS or racism or poverty." We know, he said, how the drugs are moved, where they're grown, and how money is laundered. "This is a 10-year struggle to protect our children."

For the 54-year-old Kelly, who was nominated in March, this is the second time that public service has come calling since his 1994 retirement from the NYPD. Kelly took a temporary leave of absence from the New York office of the Investigative Group Inc., where he served as president since retiring, to take Clinton up on his offer to oversee the rebuilding of Haiti's fledgling police force and lead an international team of police monitors.

As undersecretary, Kelly oversees the Customs Service, the Secret Service and the Bureau of Alcohol, Tobacco, and Firearms.

Santa Fe'd out

Santa Fe, N.M. Police Chief **Don Grady** turned in his resignation in February, just months after vowing he would not be intimidated into leaving his position.

The 42-year-old Wisconsin native and Santa Fe's first black chief, Grady made more than his share of enemies when he forbade the wearing of popular bolo ties while on duty, and ended the practice of accepting free cups of coffee. He also instituted longer shifts and outlawed smoking in patrol cars.

The 117-member Santa Fe Police Officers Union spearheaded the move to oust Grady, painting him as an outsider and railing against his policies. The campaign to get rid of him culminated in a citywide petition and a 103-5 vote of no confidence.

But Grady maintained that the criticism against him was due at least in part to his race. He also had continued support from Mayor **Debbie Jaramillo** and City Manager **Ike Pino**.

Jaramillo replaced Grady with her brother-in-law, **Carlos Jaramillo**, who was ousted by Gov. **Bruce King** in 1979 as director of the Alcoholic Beverage Control Department, a post he had held for eight years. Jaramillo was criticized for issuing a liquor license to a business partner who allegedly gave him $12,000 in loans and gifts.

Certifiable

He can still be chief, but the Los Angeles Police Department's **Willie Williams** is unable to join his force in front-line action without certification from the state's Commission on Peace Officer Standards and Training — something that he, along with a handful of other California law enforcement executives, has failed to complete.

The California Police Chiefs' Association, which requires its members to be POST-certified, conferred conditional membership on Williams as long as he passed tests leading to certification within two years. When that grace period ran out a year ago, Williams asked for an extension, saying that the demands of his post leave him too little time to complete the hundreds of hours of course work involved in the certification process. The association's board of directors voted against it.

But it's not an uncommon situation, said Los Angeles police spokesman, Cmdr. **Tim McBride**. At least six other chiefs have come to California from out of state without POST certification.

Those chiefs that do not exercise enforcement powers will have no complications, said POST official **Frederick Williams**, who oversees administrative services for the commission and who is no relation to Williams. "Usually in larger agencies, police chiefs are not required to exercise peace officer powers," he said. "It's in the smaller agencies, were chiefs are required in some cases to perform a regular shift, where we would have problems."

Shell-shocking

David Eliasson, a former Greenville, Tex. police officer and Vietnam veteran, had hoped that what he had heard about the war in Bosnia had been exaggerated by the media. What he found when he got there as part of a 200-member American delegation of law enforcement officers was that the media hadn't shown enough.

"The acts of genocide, the ethnic hatreds and the atrocities that have been committed here have been shocking," he said.

The officers went to Bosnia as part of a 1,700-member International Police Task Force, whose goal was to teach local police forces how to enforce the peace accords drawn up last year.

Among the officers were **Leslie Porter**, a 23-year veteran of the Washington, D.C., Metropolitan Police Department. A self-described "ghetto black," Porter, 45, was assigned as the task force's chief investigator in the Muslim enclave of Gorazde. His partner, **James Tillman**, is a white sheriff's deputy from rural Missouri. The two men met last year while participating in a Justice Department-sponsored training program for Haitian police officers at Fort Leonard Wood in Missouri.

The two hope that their pairing might impress the warring Serbs, Bosnians, and Croats. "Somewhere these people took a wrong turn," Porter told The Washington Post. "I guess its our job to help them get back on track."

Task force members, equipped with inadequate equipment, maps that lead nowhere, and bulletproof vests that Porter said "wouldn't stop a spitball," have to carry out their duties under restrictive guidelines that include having no contact with anyone in Serbian-controlled sectors.

When a Serbian woman from a Serb-held town committed suicide by throwing herself in the Drina River, her body was swept into a Muslim-controlled Gorazde sector, where police retrieved and buried it. When the woman's family asked the body be returned, it entailed a series of delicate negotiations made all the more difficult because Porter could only deal with Serb officials through an intermediary.

The task force members are unarmed, and all they can do is observe, said Eliasson, whose duties included bringing warring factions together by teaching each side proper police procedures and opening lines of communication between the various sides. "We have no power to act at all," he told The Houston Chronicle.

He accepts

History was made in January for the the San Francisco Police Department, with the appointment of the agency's first Asian-American chief, 25-year veteran **Fred Lau**.

Lau, a deputy chief at the time of his appointment by Mayor **Willie Brown** on Jan. 18, had been considered a top candidate for the post in the past, but he declined those offers, saying he thought himself too young and inexperienced.

The 46-year-old Lau succeeds **Anthony Ribera**, who was appointed in 1992 by then-Mayor **Frank Jordan**. A San Francisco native, Lau was one of only five Chinese Americans ever to have joined the department when began as a rookie in 1971.

In his departmental biography, Lau wrote that he feels a tremendous sense of responsibility to succeed in his new post not only to his actual family, but to his "law enforcement family" and his "community family." Their expectations are high, he wrote, "but not nearly as high as my own. My families are my foundations. I will never forget them. I will make them proud."

As for Ribera, he leaves behind allegations of sexual harassment lodged by his spokeswoman, **Joanne Welsh**, 34. "I can start planning my retirement with a sense of relief that this is behind me," he said.

A jury cleared Ribera of charges that he had harassed Welsh with forced kisses, suggestive remarks and an expensive gift. She claimed the harassment began when Ribera, then a lieutenant, was her supervisor. It resumed when he became chief.

Although Ribera was cleared, the city was found guilty of discriminating against Welsh by informally replacing her as spokeswoman and failing to pay her two weeks of salary. She was awarded $56,835, although she sought more than $1 million in damages.

Edifice wrecks

Los Angeles officials are considering tearing down Parker Center, the Police Department's headquarters, and replacing it as part of a 20-year, $1-billion plan to overhaul the agency's outmoded facilities and crumbling infrastructure.

A report prepared at the behest of City Councilwoman **Laura Chick** found the 40-year-old Parker Center's facilities to be "overcrowded, obsolete and in disrepair." The conditions "impede efficient operations and community access and negatively affect workforce morale," it continued.

The study also calls for the establishment of 30 Community Satellite Patrol Stations throughout the city over the next five years. These stations would be the minimum number needed to deliver patrol service and facilitate community policing, said the report.

Parker Center, named for former Chief **William Parker**, is not worth repairing because it would cost more than building a new headquarters, the study concluded. The building suffered damage during the recent Southern California earthquake and would need a major overhaul to bring it up to code.

In addition, the report called for the replacement of the Hollenbeck, Rampart and West Valley substations. Poor conditions at the substations include corroded fire sprinkler heads, hazardous asbestos, electrical system problems, and poorly maintained heating, air conditioning and ventilation systems. Other problems included witness interview rooms that were in plain sight of suspect interview rooms.

The report was praised by Chief **Willie Williams**, who said it outlined a path to take the department into the 21st century.

The wheel thing

It took 110 pints of blood to keep former Dakland, Calif. police officer **Larry Frederick** alive after he was struck by a hit-and-run driver on a Bay Area freeway 14 years ago. Earlier this year, he decided to give something back to those anonymous donors who saved his life.

Frederick, 46, and his 13-year-old son **Aaron**, made a triumphant arrival in Washington, D.C. on July 30 following his "Life Across America" trek — a two-month, 4,266-mile coast-to-coast journey on bicycle to raise awareness of the need for blood donors. The Fredericks met with **President Clinton** on Aug. 3.

During his lengthy rehabilitation, Frederick said, he and Aaron, his youngest son, learned to walk, talk, crawl, cry, and ride bikes together. "During rehab, one of my dreams was to ride across America with my son and watch him shake hands with the President and it looks like its going to happen," he told Law Enforcement News shortly after the cross-country trek ended.

Without "the gift of life," Frederick said, he would not have survived the injuries he incurred on Aug. 21, 1982. He was hit by a car going 65 miles per hour as he conducted a traffic stop. "The impact of that car put me up over the car I was standing next to, head first into the back window of my police car and then 40 feet down the freeway," he recalled. "Simultaneously, I had suffered head injuries, had both shoulders dislocated, my back was broken in three spots, three ribs were broken, my pelvis was shattered, both knees were completely bent and twisted out of shape, my right femur was crushed and the upper femoral artery had been severed."

He had already bled out, and during the first night doctors put 54 pints of blood into him. After nine major surgeries, Frederick used 110 pints of blood — one from each of 110 donors.

Frederick said he is most touched by the support he's received from police officers nationwide. "It made me proud to be a part of law enforcement," he said.

Still wanted

An announcement by the Fox Television Network in May that it was canceling the show "America's Most Wanted" after eight years on the air provoked an instant outcry from the public and law enforcement agencies and organizations across the country. And the outcry got the desired results — Fox reneged and put the show back in its prime-time lineup in November.

The hour-long show that graphically re-enacts crimes and then shows photographs of the suspect has been a boon to law enforcement, helping to capture more than 430 fugitives, many of them for violent crimes including murder.

Among the show's high-profile "captures": **John List**, who murdered his family in New Jersey and disappeared for 18 years until his arrest in 1989; and **Virgilin Paz Romero**, the alleged mastermind behind a car bomb that killed a Chilean ambassador, who was captured after 15 years on the run.

In a statement released May 30, the FBI lauded the show, saying that it showed the dangers that police face carrying out their jobs. "The show's contribution to law enforcement's efforts to bring violent fugitives to justice has been enormous," said the statement. "It successfully empowered millions of Americans to safely and constructively combat crime."

Sgt. **James Rhineharger** of the Indiana State Police, chairman of the 45,000-member National Troopers Coalition, wrote a letter to Fox chief **Rupert Murdoch**, imploring him to keep AMW on the air. The loss of the show, he wrote, would be devastating. "It is an invaluable tool in our fight against crime and the criminal."

The show, renamed "The New America's Most Wanted: America Fights Back," was revived on Nov. 9 with **John Walsh** continuing as the host. The format may have changed, but its impact hasn't. Within a half-hour after the new show's return, a call from a viewer led to the capture of a triple-murder suspect.

Said Walsh: "We're going to be a lot tougher this time around. Fox has said, 'Take the gloves off,' and that's what we're going to do."

Staying home

When all was said and done, the Kansas City, Mo., Board of Police Commissioners decided that it was better to stay at home. After nearly six months, the national search for a new police chief tapped **Floyd Bartch**, the city's assistant chief of police, to succeed **Steven Bishop**, who retired in December.

The 55-year-old Bartch, a 28-year veteran of the department, had been serving as acting police chief since Bishop left to head the National Law Enforcement Technical Center in Charleston, S.C.

Under Bishop, a nationally recognized proponent of community policing, the Kansas City P.D. played a key role in landmark research such as the preventive patrol experiment and the testing of gun-suppression strategies.

Bartch, whose selection was announced March 20, said there is no reason why that activity would not continue. "Kansas City, from [former Police Chief] **Clarence Kelley** on, has been known for its ability to undertake research projects and try new approaches," he said.

Of more immediate concern, however, is the flood of 911 calls and private alarms that keep officers running from call to call, said Bartch. "We've suffered for some time from the pressure of 911 calls," he said. Officers don't have the time to do anything at all, Bartch said, but answer calls for service. While one of his goals is to integrate community policing throughout the department, the 911 calls leave little time for this, said the new Chief.

A task force has been created by the city's Chamber of Commerce to study the problem and offer solutions. One possibility, said Bartch, would be to link alarms to a 900 number that would automatically charge owners for false emergency calls.

Northwest oriented

Tacoma, Wash., swore in its new police chief on Oct. 1, and one could hardly blame new top cop **Philip Arreola** if he showed any sense of relief at leaving behind his former post in Milwaukee, where his seven-year tenure as chief was marked by the gory crimes of one of America's most notorious serial killers, a Federal investigation that led to charges of racial discrimination, and generally strained relations within the department that fueled speculation that his contract would not be renewed.

Arreola, 56, succeeded **Ray Fjetland** who retired in January after 25 years to head the Tacoma-Pierce County YMCA. Assistant Chief **Ken Monner**, who has served as Tacoma's interim chief, said he will stay to help Arreola with the transition.

A 36-year law enforcement veteran, Arreola began his career as a cadet with the Detroit Police Department. In 1987, he left Detroit to become police chief in Port Huron, Mich.

Arreola had only been at the Milwaukee post two years when the gruesome crimes of **Jeffrey Dahmer** were discovered. Two Milwaukee police officers, who encountered a naked and bleeding 14-year-old boy who had escaped from the serial killer's apartment, returned the youth to Dahmer's custody. His remains were later found strewn around Dahmer's home.

Police determined that in between that incident and Dahmer's arrest two months later, the killer had added five more victims to his total of 16 local men and boys. Arreola fired the two officers, prompting a vote of no-confidence from the police union. The officers were later reinstated following a lengthy court battle.

The Tacoma position, for which Arreola beat out eight other finalists, will pay him $8,000 less a year. Speculation has abounded that he took the job because Milwaukee Mayor **John Norquist** was unlikely to renew Arreola's contract when his seven-year term came to an end in 1996.

And, just as Arreola was preparing to head west, one final indignity was heaped on his tenure in Milwaukee. The U.S. Equal Employment Opportunity Commission, in a report based on a three-year investigation, charged in October that the Milwaukee P.D. discriminated against black officers and applicants with respect to hiring, discipline and working conditions. Arreola called the report misleading, and in some instances, just wrong.

Alfonso J. Graham, a senior assistant chief, was named by Norquist as Arreola's acting successor — the first time a black man has ever led the Milwaukee force.

Cleaning up crime

With the murder rates in both Baltimore and Washington, D.C., outpacing last year's totals, business has never been better for a man who makes his living cleaning up the blood and gore left behind at the scenes of homicides and suicides.

Ray Barnes, a former investigator for the Maryland Medical Examiner's Office, and his wife, who ran a maid service, own Crime Scene Cleanup. The Barneses and their six employees don gas masks and high-tech protective gear to shield them from HIV and other blood-borne pathogens while they clean up the visible signs of crime.

"You could have someone who would shoot themselves in the head with a .38," said Barnes. "That, in some cases, would not be very messy. But some people prefer to shoot themselves with a shotgun, in which case you have the whole room saturated."

Barnes has been able to expand his business from his home-base of Fallston, Md., to satellite offices in Washington, Philadelphia and other parts of Maryland and New Jersey.

It is usually police officers who recommend the service to families. The company's rates begin at $275 depending on the job. The most costly job Barnes ever had was $6,500.

There are also several clean-up companies in the Chicago area, including Bio-Response in Orland Park, Ill. The company's owner, **Jim Abraham**, is considered a pioneer in the fledgling field.

After a tragedy, said **Mathew Klujian**, of Mathew Klujian and Sons Cleaning, the family wants everything clean, not just the area where the incident took place. "People have a really eerie feeling about anything and everything," he said.

Chiefs' chief, Part 1

Keeping the Police Executive Research Forum at the forefront of community policing and seeing the organization develop strategies for defusing racial tensions in police agencies are two of the goals that Buffalo, N.Y., Police Commissioner **Gil Kerlikowske** has set for himself as the new president of PERF.

Kerlikowske

Kerlikowske took the reins from **William Bratton**, who had been PERF's president since 1993 but stepped down in April when he resigned as New York City police commissioner. "Falling in behind Commissioner Bratton will present its own hard work," Kerlikowske told Law Enforcement News. "He changed a lot of people's perceptions about crime-fighting during his time in New York. But I'm very pleased to have been chosen to succeed him."

A past recipient of the Gary P. Hayes Award for innovation in policing, Kerlikowske served as PERF's secretary for three years, and said the organization will remain on the cutting edge of leadership and research. The 25-year law enforcement veteran was chosen by the PERF membership — about 800 police executives from medium- and large-sized U.S. and Canadian cities — to head the group in June.

Kerlikowske, who has been Buffalo's police commissioner since 1994, said he saw that affirmative action programs have had the undesirable effect of fomenting racial animosity in some departments — an issue he believes warrants PERF's attention.

"We have to make sure that we're giving managers ways to address the conflicts and concerns within a department," he said. "We're supposed to provide public safety services in a professional way to the public, and we're supposed to be understanding and sensitive to the diverse communities that we police." That cannot be accomplished, he noted, unless it is happening within law enforcement as well.

Chiefs' chief, Part 2

The International Association of Chiefs of Police swore in Frankfort, Ill. Police Chief **Darrell L. Sanders** as its new president at its annual conference in Phoenix in October.

A former president of the Illinois Association of Chiefs of

police, Sanders holds a master's degree in political science from Baptist College in Charleston, S.C., the town where he began his law enforcement career in 1969. During his 10 years with that city's police department, Sanders was promoted to sergeant and then to detective.

He became chief of the 20-officer Frankfort Police Department in 1979, founding the Frankfort Police Cadets Explorer Post 104, and other programs aimed at youth.

Following the death of his son, **Brent**, in 1986, Sanders got involved in the Special Olympics and has since raised hundreds of thousands of dollars for the organization. He was inducted into its Hall of Fame in 1992.

Meara image

After a 22-year career with the Springfield, Mass., Police Department that has included being the first female officer to have a college degree, the first to make sergeant, and then lieutenant, **Paula Meara** is finally *the* first: the police chief. The city's Police Commissioner chose on her Feb. 2 to lead the 500-officer department.

Meara, 50, said one of her goals will be to increase the number of female officers on the force, which now totals only about "two dozen," she said. "The last four or five mayors have had affirmative action plans on file at City Hall, with a goal of 47 percent female officers in the Police Department," said Meara. "Very little was done in terms of recruitment, so we are going to be much more active in recruitment" at local schools and colleges.

She also wants to institute more community- and problem-oriented policing strategies, she said, and a 911 call-diversion plan that will eliminate the need for officers to answer non-emergency calls. "I think it will lead to a far more fulfilling job for the rank-and-file officer than to just go out there and kind of put out fires, arrive after the crime has been committed, take a report and try to catch the bad guys."

After spending 10 years as a detective investigating rape and child-abuse cases, Meara is known statewide for her pioneering work in those areas. She has also been deeply involved in domestic violence issues, and said it will continue to be a primary concern during her administration.

Slap happy

A Stillwater, Okla., police sergeant who was demoted for slapping a teen-age boy he caught having sex with his daughter was given his old job back in September in the department's criminal investigation division.

Sgt. **John Jerkins** had lost $705 per month in pay and $350 in pension benefits since he was disciplined in April. He had found his 17-year-old daughter and her boyfriend, also 17, on the living room couch in January. "The young man pulled up his pants and came at me," said Jerkins. "I slapped him."

A 19-year veteran, Jerkins was said to be known for his slow-to-anger demeanor.

While Jerkins insisted that state law gives him authority to discipline juveniles in his own home, it only gives him the right to discipline his own teen-age children. Prosecutors did file assault charges against Jerkins, but did not pursue it. The parents of the unidentified boy did not press charges.

Some came out in favor of the Sergeant's action, including Gov. **Frank Keating**, who said he would have slapped the boy a lot harder.

Jerkins wants to be exonerated for the incident, and have all mention of it removed from his file.

Prime cut

Special Agent **Richard Gallo**, a 12-year veteran of the U.S. Department of Agriculture's Office of Inspector General, was elected president of the Federal Law Enforcement Officers Association on Sept. 27.

The 38-year-old Gallo, who holds a master's degree in criminal justice and public administration from John Jay College of Criminal Justice, succeeded **Victor G. Oboyski** of the U.S. Marshal Service, who headed the organization for six years.

It was Gallo's investigation of a food-stamp fraud during the early 1990s that led to the arrest of a New York City police officer dealing drugs in the city's 30th Precinct. A man being questioned for selling food stamps to buy cocaine told investigators that he got his drugs from a police officer. That information gave them the break they needed to uncover a widespread corruption scandal, as a result of which several officers have been sent to prison.

The FLEOA, formed in 1978, provides round-the-clock legal advice and representation to its members. That's the reason, Gallo said, that 99 percent of the agents join us. "We're just pro-agent," he said.

Other Federal criminal investigators who were elected during the organization's 11th national conference include: Special Agent **Walter W. Wallmark**, Naval Criminal Investigative Service, executive vice president; Special Agent **Judith M. DeSantis**, Drug Enforcement Administration, first vice president; Special Agent **Gail Papure**, U.S. Customs Service, second vice president; Special Agent **Thomas X. Casey**, Internal Revenue Service-Criminal Investigation Division, treasurer; and Special Agent **Andrew R. Rakowsky**, U.S. Customs Service, secretary.

Playing it Safir

In the often contentious relationship between New York City Mayor **Rudolph Giuliani** and Police Commissioner **William Bratton**, something had to give — and that something turned out to be Bratton, who tendered his resignation to Giuliani in March, effective April 15.

Trouble had been brewing for some time between the two high-powered public figures, with City Hall announcing weeks before Bratton's departure that its lawyers would be scrutinizing the Commissioner's $300,000 book deal and whether 21 out-of-town trips Bratton took during his tenure violated ethics guidelines.

Yet in spite of the discord, which was fueled by the city's voracious tabloids, Giuliani gave high marks to Bratton, a former chief of the city's Transit Police Department. "He is a commissioner that I see as a model for management in the area of public policy," said the Mayor. "I use him as an example to other commissioners and send other commissioners to him for advice on how to restructure their agencies."

Giuliani wasted no time in naming a successor, tapping Fire Commissioner **Howord Safir** to pick up the reins. A longtime Giuliani loyalist, Safir is a former U.S. Marshals' Service official who becomes the city's first Jewish police commissioner.

The 54-year-old Safir, a Bronx native, began his career in 1965 as an undercover agent in what was then the Federal Bureau of Narcotics. He is credited with creating the concept of reverse stings to catch drug dealers, and eventually became assistant director of the agency, which has since evolved into the Drug Enforcement Administration.

Safir joined the Marshals' Service in 1979, where he oversaw the capture of rogue CIA agent **Edwin Wilson** and was in charge of protecting **John Hinckley Jr.**, who tried to assassinate President **Ronald Reagan** in 1981.

Observers say there is no risk of Giuliani being upstaged in the spotlight by the low-key Safir the way he often was by the media-savvy Bratton.

The Mayor was reportedly incensed when Bratton received the kudos over the city's unprecedented 27-percent dip in crime that he believed should have gone to him — including a Time magazine cover story. Bratton insisted that any rivalry between the two was largely a media invention. Nonetheless, he conceded that it had exaggerated the "perceived tensions" between the two officials, to the point where it was interfering with Bratton's ability to lead the department.

In end, however, few doubt that Bratton's take-charge management style will be remembered as crucial to the city's drop in crime. During Bratton's 26 months in office, the department cracked down on many low-level offenses such as public drinking and urination. That tactic paid off when many such offenders were found to be carrying weapons or wanted for more serious crimes.

Moreover, he was able to fashion effective crime-fighting strategies from the department's massive resources, and regularly called top commanders on the carpet to explain how they intended to meet crime-reduction goals.

Critics of the department, however, point to a 37-percent increase in the number of police abuse complaints during his tenure.

Into the sunset

Idaho's killer-tracking, crawling-out-of-a-burning-car, landing-his-plane-on-highways-to-make-arrests Sheriff, **Tim Nettleton** of Owyhee County, is calling it a career after 26 years behind the badge.

Bringing a bit of the Old West to his post, Nettleton is known for having rewritten the county prison manual to describe handling inmates as "no different than working with spoiled mustangs" and for his running battles with the Federal Bureau of Land Management. He is the state's longest-serving active sheriff, and at 56, he says he is not sure what he is going to do next. "I've seen it, I've done it...I will miss helping people out, though. That's what law enforcement is."

Nettleton grew up on a ranch and became sheriff in 1970 because he was broke and looking for something else to do. "Being sheriff looked easy," he said.

While his style, which includes refusing to wear a uniform and rejecting intrusion from outside agencies, may not appeal to everyone, he has had considerable success maintaining law and order in the 7,666-square-mile county with just eight deputies.

"If you've been over there, you know the makeup of the people is a kind of pioneer mentality. Tim has to work with some pretty independent, rough people," said Sheriff Vaughn Killeen of neighboring Ada County. "It's not for the shy or timid."

Nettleton has had eight straight victories in sheriff's elections — most of them running as a Democrat in a Republican County. His closest wins were his first election, which he won by two votes, and the last, with 59 percent. Other than those, he has never failed to chalk up a 2-1 margin over an opponent.

David Posely, a detective with the Mountain Home Police Department and a candidate to succeed Nettleton, is one of those who disdains his style. "I don't believe a guy stepping out of a pickup looking like a cowboy shows much officer presence," he said. "I think a police officer should look like a police officer."

But whether he looks like one or not, Nettleton has received national attention as a law enforcement officer - specifically during a 1981 manhunt for **Claude Dallas**, a back-country trapper who killed two Idaho Fish and Game officers in Owyhee County.

"He faces down tough hombres and improvises the way sheriffs did 150 years ago," said Killeen "He connects the old with the new."

Global perspective

The Washington, D.C., Metro Transit system may be a safe environment, but its new police chief, **Barry McDevitt**, said his agency is keeping a close eye on global events and hoping that military technology now being adapted for law enforcement uses will provide a means of thwarting terrorist attacks.

The 44-year-old McDevitt, who joined the 286-member department in 1975, assumed the top spot on April 8. He succeeded **Burton E. Morrow**, who retired in 1995 after 21 years with the agency, five of them chief.

"With the world situation the way it is and terrorism," said McDevitt, "we're very interested in maintaining and keeping this system the safest in the world."

His biggest current crime headaches, he said, are vandalism, break-ins, and thefts at the transit authority's park-and-ride lots in suburban Virginia and Maryland. To counter this, the agency has redoubled its patrol efforts in parking lots, using experienced plainclothes officers, K-9 units, and a bike patrol.

On second thought

A public outpouring of support after Walsenburg, Colo., Police Chief **Joel Shults** resigned in October made him change his mind and remain at the helm of the 13-officer force.

Shults gave verbal notice of his resignation in August after the City Council agreed to reinstate Officer **Robert Pacheco**, whom Shults had suspended with pay for being drunk while on duty as the agency's DUI enforcement officer.

"The violation was serious enough that I thought termination was the appropriate action," said Shults. "It was a situation where he was in uniform, on duty and on patrol with a blood-alcohol level that was presumptive for DUI in our state."

In Walsenburg, however, only the City Council has the authority to hire and fire officers.

Shults, 39, has been chief of the 3,800-resident town since May 1995. Pacheco's arrest, he said, embarrassed the department, which had begun a high-profile DUI enforcement effort. The department went from about 18 DUI arrests a year to 10 a month.

"That's one of the reasons this has been so ironic and difficult," Shults told Law Enforcement News. "That made the whole situation of an intoxicated police officer returning to work

just a lot more bitter."

But when word of Shults' resignation got around, the ensuing public reaction made him change his mind. "There was a just a tremendous amount of public support for my staying in office, so I've been persuaded by the public to remain," he said.

As for Pacheco, a seven-year veteran, Shults said he did not as yet know what he would do about him. "He's a fine officer. I don't see any problem other than that event."

He can't kick

New York City police Sgt. **Mike Volino** may have blown a shot at $1 million, but he did get a free six-day trip to Hawaii and a $5,000 consolation prize after failing to kick a field goal 35-yards during the half-time festivities at the National Football League's Pro Bowl in Honolulu on Feb. 4.

The candy wrapper that entered the 35-year-old Volino in the Hershey's Million Dollar Kick Sweepstakes was sent in by his wife, **Rosina**, a corrections officer. In fact, Volino, who is assigned to the NYPD's 103rd Precinct in Queens, is not even much of a football fan.

At the big moment, the Sergeant squibbed the ball just to the three-yard line. He readily admits to having hurt his leg by repeated practice kicks under the tutelage of **Ken Rose**, the special-teams coach for the New York Jets, and to the lingering effects of a car accident in June.

"Since I hadn't gotten to practice that much," he said, "I guess I was hoping for a miracle." It wasn't too bad, Volino said, until he got out there and heard the roar of the crowd. The crowd withdrew its support after Volino's kick, giving him a resounding Bronx cheer instead.

"It didn't bother me," he said, "I'm from New York. Ya gotta expect that."

Back in the saddle

Ousted in April from his post as Cleveland's police chief after less than a year, **John J. Collins** resurfaced in July as second-in-command of the Medina County, Ohio Sheriff's Department.

Collins was told to pack his bags by Mayor **Michael R. White** after he refused to supply the Mayor with three candidates for the deputy chief's post. According to the city charter, the appointment of deputy chief is up to the mayor. After refusing to rescind a departmental memo in which Collins named Cmdr. **Martin Flask** to succeed Deputy Chief of Field Operations **Gary Payne**, a 25-year veteran, the Chief told White that he would give him more names, but that none were qualified.

As second-in-command of the Medina County sheriff's office, Collins, 46, is responsible for the agency's overall operations, as well as overseeing preparations for the opening of a $15-million, 265-bed county prison. Collins said he would also like to bring to the department some of the community policing initiatives he successfully instituted in Cleveland.

While the pace may be somewhat slower in Medina County, 40 miles south of Cleveland, Collins said there is little down time. The county is the state's fastest-growing, and while there is little violent crime now, Collins said one of his goals is to prepare the agency's 200 deputies for the type of crime that often accompanies rapid growth.

As for his dismissal from the Cleveland Police Department, Collins called it "politically motivated" and said that many residents were "outraged" at his firing. "We were getting crime down," he said. "We had a community policing program up and running. . . .We had really made tremendous headway in a year."

Helena handoff

Command of the Helena, Mont., Police Department was passed in August from Chief **Bill Ware**, who was at the helm for 15 years, to native son **Troy McGee**, a 21-year veteran of the force.

Ware, who began his career in 1965 as a beat cop in Washington, D.C., had stepped down in April to head the Laramie, Wyo., Police Department.

"It's a great department," he said of the Helena agency. "Wonderful men and women work for me here. I'm going to miss them and miss the city, which has been very, very good to me as a police chief," said Ware. "I've had a lot of support and backing in about everything that I do."

The 45-member agency, he said, is organizationally very different from when he became chief in 1981. He put a strong emphasis, he said, on leadership and staff development. A Crime Stoppers program was implemented, as was an enhanced traffic enforcement program. A high-visibility uniformed patrol was instituted in parts of the city that needed it, said Ware. "But it's been a team approach," he said. "That's my style."

On June 3, Ware was sworn in as the successor to **Mark Bridgmon**, who retired from the Laramie department after four years as chief. A native of West Union, W. Va., Ware settled in Montana after married a Montanan in 1966. As a member of the state Highway Patrol, Ware was tapped in 1974 to be part of then-Attorney General Robert Woodahl's security detail. Woodahl had received death threats because of an investigation into workers' compensation fraud. Ware became chief investigator of the Montana Criminal Investigation Bureau, and then was made chief in Helena in 1981.

While a national search was launched to find a new chief, in the end, the city went with a home-grown talent in the person of McGee.

The 43-year-old McGee began his career as a sheriff's deputy in Lewis and Clark County. Helena's biggest problems, he said, are property-related offenses. Violent crimes are few and far between, and he means to keep it that way. McGee said he has a special interest in keeping his hometown the "safe city that it is."

McGee said he will continue the transition to community policing that was begun by Ware. "We're still adjusting to getting the department under a community policing program," he told Law Enforcement News. "We have a leadership council of community leaders who are helping with the adjustment, and we also got a grant last year to use one officer for nothing but community policing."

Down but not out

At odds with two proposed provisions in his new contract as chief of the Reno, Nev., Police Department, **Jim Weston** stepped down in October, reverting back to his former rank as deputy chief.

Weston, a 23-year veteran of the force, decided not to pursue another contract with the city after the Sept. 30 expiration date because of provisions that would give the city the right to terminate the chief at will, without cause, and would prevent a chief from reverting to his former Civil Service position.

City Manager **Charles McNeeley** refused to budge on those issues, said Weston, adding that, at 44, he is too young to retire and does not have another department's pension to fall back on, as many other chiefs around the country do.

During his tenure, Weston noted, there has been a major reduction in gang-related crimes, including drive-by shootings, murders and assaults. Gang crimes now represent just 1.3 percent of total felony crimes.

But the department still faces fiscal problems that have prevented the addition of new officers, pay raises, and repairs to department facilities, he said.

Troopers' trooper

After 29 years with the Massachusetts State Police, six of them as superintendent, Col. **Charles Henderson** called it quits in March, citing the toll taken by a no-confidence vote by the troopers' union and a damning report by the Federal Aviation Administration on a helicopter crash that killed four people.

He was replaced in June by Col. **Reed Hillman**, the 47-year-old former treasurer of the State Police Association of Massachusetts (SPAM) and creator of the troop-based "warrant apprehension team" to pursue fugitives, among other innovations.

Henderson dismissed speculation that his resignation, which took effect May 1, was due to a management study report that would have recommended his removal. Had that been the case, he said, he would have left "a long time ago."

The no-confidence vote by the union was in retaliation, he claimed, for decisions made during the merger of the State Police with the Metropolitan, Registry, and Capitol Police forces.

Henderson expected criticism, he said, from union leaders who blamed his failure to approve additional pilot training for a crash that killed two troopers and two AT&T employees. State Police pilots told the media that had Henderson not rejected their requests for training, the crash could have been prevented.

Hillman, Henderson's successor, holds a law degree from Suffolk University Law School. Having joined the agency in 1974 and worked his way up through the ranks, Hillman said he empathizes with the "road trooper" and will encourage them to offer solutions for problems within the agency.

"Troopers know where the problems are," he said. "We have a very talented workforce [and] I want to be able to tap into that expertise. I don't mind having the problems brought to me — but bring the solutions with you, too, if you can."

Entrances & exits

The year past saw a number of police chiefs and sheriffs change jobs, lose jobs, or just pass on after years of service.

¶ In April, Ross County, Ohio Sheriff **William B. Knott** died of cancer at the age of 58. Knott had served with the state Highway Patrol for nearly 30 years, retiring as a sergeant in 1991. He won election as sheriff the following year.

¶ New Hampshire's longest-serving police chief, **Howard Sanborn**, died Aug. 24 at the age of 81. Sanborn had been chief of the Bethlehem Police Department and fire chief since 1949. He was on active duty just two weeks before his death, which was caused by pneumonia.

¶ West Orange, N.J. got a new police director in October. Lieut. **James Drylie**, 38, a 16-year veteran, was selected out of a half-dozen candidates to replace **William Webb**, who resigned amid controversy over a racist comment made to a black officer. In August, the beleaguered department's police chief, **Robert Spina**, left after being convicted of tipping off a drug suspect about an impending raid. His predecessor, **Edward Palardy**, resigned two years ago after pleading guilty while under indictment for tax evasion.

¶ Former McMechen, W. Va., Police Chief **Robert Green** is now a patrol officer with the eight-member department following a Sept. 30 run-in with officers under his command. Green was suspended with pay, then fired, after being charged with domestic battery. Green's wife showed officers bruises and marks on her body. When Green tried to leave, he was placed under arrest. A scuffle broke out while officers and sheriff's deputies tried to handcuff him, resulting in one officer's thumb being broken. Lieut. **Ralph Paylor** was appointed by Mayor **William Kern** to succeed Green.

¶ In Bismarck, N.D., **Richard Thomas** was named as the city's new police chief. A former Beloit, Wisc. deputy chief, Thomas's appointment was announced Oct. 9.

¶ **Robert J. Morris**, a former DeKalb County, Ga., commissioner, was elected sheriff March 26, beating retired Atlanta police officer **Sidney Dorsey** in a special, non-partisan runoff. Morris replaces long-time sheriff **Pat Jarvis**, who resigned to head the state Criminal Justice Coordinating Council.

¶ Also in Georgia, a heated primary election ended in defeat Aug. 6 for incumbent Gwinnett County Sheriff **Jim Carsten**, who was beaten by Lawrenceville Police Chief **R.L. "Butch" Conway**. Carsten had served just one term as sheriff.

¶ Louisiana Gov. **Mike Foster** named a day for retiring St. John the Baptist Parish Sheriff **Lloyd B. Johnson** at a party held in his honor on June 29. Johnson had served 20 years as sheriff before handing the reins to **Wayne Jones** on July 1.

¶ After five in office, Carter County, Okla., Sheriff **Bill Noland** announced his resignation in November. Deputy **Don Waters** was named to succeed him.

¶ Suffolk County, N.Y., Police Commissioner **Peter F. Cosgrove**, reportedly angered by county legislators' attempts to cut his pay and pension benefits, announced Dec. 3 that he would retire at the end of the year. Cosgrove, 56, is a 31-year veteran of the county police agency. He said his decision to retire was also based on professional concerns, namely a proposal before the County Legislature to take the power to appoint a police commissioner away from the county executive and transfer it to the Legislature. **John C. Gallagher**, a deputy county executive, was named acting police commissioner.

¶ **Tyler Brewer**, a former major with the Wichita, Kan., Police Department, took over as Jefferson City, Mo., police chief on Feb. 26.

¶ Napoleon, N.D. Police Chief **John Lippert** and Kindred, N.D. Police Chief **Larry Kuypers** announced their retirements in May. Neither town has any other police officers.

¶ The University of Texas Southwestern Medical Center in Dallas tapped **Larry E. Coutorie** as its police chief on March 7. Coutorie began his law enforcement career at the University of Texas in Austin in 1977.

¶ Former Fort Thomas, Ky. police chief **Fred Rogers** was named the new top cop in Niles, Mich., in April. Rogers has 27 years of police experience, including 23 years with the Louisville Police Department. He replaced **Myron Galchutt**, who left in January to become chief in Calexico, Calif.

¶ **Donald A. Adams** was replaced in October as Fairlawn, Ohio, police chief by **Kenneth J. Walsh**, a former Cleveland police officer. Walsh, 48, retired in September after 26 years with the Cleveland force.

Hanging on

North Attleborough, Mass., Police Chief **John D. Coyle** is doing everything he can to serve a full 50 years in law enforcement. Standing in his way is a state mandatory retirement law that calls for his removal this year at age 65.

Coyle, who has served as the town's chief of police since 1970, filed suit in Fall River Superior Court, arguing that the state law conflicts with the Federal Age Discrimination Employment Act. His job, the suit contends, is mainly administrative and does not entail the rigors of active duty.

In late August, Judge **John Xifavis** issued an injunction allowing Coyle to keep his post until he is physically or mentally unable to perform his duties, or a court rules otherwise.

If ultimately successful, Coyle's suit could affect local police throughout the state. But until it is decided, state officials will still advise towns to force police officers to retire at 65, said **Dan Seferian**, associate counsel of the Massachusetts Public Employee Retirement Administration.

Love at first sight

Maj. **Jon Wilson**, a 30-year veteran of the Iowa State Patrol, was tapped in July to succeed **Earl Usher** as head of the 451-trooper agency. Usher had stepped down after 3½ years at the helm.

Wilson, 52, a former commercial artist who joined the agency in 1966, had been serving as the agency's field operations commander. Under his command, troopers' efforts have resulted in record number of DUI arrests, as well as stops to aid motorists. There were 2,058 drug arrests last year; 2,684 drunken driving arrests; and 34,335 stranded motorists assisted. The agency also set another record — driving 14 million miles.

"If there is one think I can say about the State Patrol, it's that I've loved this job since I've gotten it and I've always felt that way," Wilson told The Des Moines Register.

Goodbye, Columbus?

James G. Jackson, who in 1990 became the first black police chief of Columbus, Ohio, spent much of 1996 on the ropes, and ends the year suspended with pay for allegedly using his position to hire family members and friends and mishandling matters related to the investigation of a prostitution ring.

Jackson's suspension was announced Nov. 29 by Mayor **Greg Lashutka**, after Safety Director **Thomas Rice** brought five administrative charges against the chief. Rice said an investigation by the Mayor's office had concluded that Jackson "disregarded facts, testimony and evidence" when he overruled a deputy and cleared Cmdr. Walter Burns of seven departmental charges for allegedly mishandling the prostitution investigation in 1992 and 1993.

In addition, Rice asserted, Jackson ordered the destruction of records in the prostitution probe.

The Columbus Dispatch reported Nov. 3 that the mayoral investigation also focused on whether officers illegally accessed police computers and passed along confidential information to operators of a gambling operation and a prostitution ring. Among the information believed to have been leaked to outsiders is the identities of undercover officers and the findings of background checks conducted on customers and employees of the illegal operations.

The Police Division's internal affairs bureau confirmed last year that the agency's link to the statewide Law Enforcement Automated Data System had been accessed illegally. Jackson was one of at least six supervisors who were informed of the breach, but did not report it to the state Highway Patrol, which oversees LEADS.

Sources told The Dispatch that Jackson is not suspected of improperly using the computers, but a Highway Patrol sergeant said that the failure to notify the patrol of computer security problems, while not a crime, violated a signed administrative agreemeot between the two agencies.

The investigation of Jackson, which began Oct. 10, was an expansion of an internal inquiry ordered last June by Rice. Jackson has filed suit against Rice and the city, in which he contends he was illegally suspended and is entitled to a hearing before the Civil Service Commission.

Jackson was reassigned to his house when the investigation was first announced. He later was allowed to report to duty at Fire Service headquarters but refused and began calling in sick and taking vacation days.

Having been shot at twice during his career and having also escaped serious injury while pursuing a holdup suspect who was killed during the pursuit, Wilson said trooper safety is among his primary concerns.

"One of the biggest problems we have is the safety of our officers," Wilson told The Register. "That concerns me and the organization. That's a dangerous place to work and most of our people are alone and they're out there at all hours of the day."

Although the agency only has 14 women among its ranks, Wilson said he is more concerned with attracting "the best people, male or female, that we can." The women in the agency, he said, "do an excellent job."

Morale support

Newark, N.J., has a new Police Director — the first Hispanic to hold the post — with the appointment in June of Deputy Chief **Joseph Santiogo**, a 27-year veteran who promptly vowed that rebuilding the agency's morale would be his first order of business.

With a reputation as a tough but fair commander, Santiago may have his hands full. He took office following the June 26 dismissal of **William R. Celester**, who was named in a 37-count Federal indictment accusing him of fraud and other charges.

Santiago, who also promised to take "decisive action" within 30 days to improve the delivery of police service, was most recently in charge of the department's internal affairs unit. During the early 1990s, he left for a short time to serve as Essex County's public safety director.

He was convicted in 1995 of using abusive language to a lieutenant who failed to follow orders. The case is currently under appeal in Superior Court. Santiago was also convicted of assaulting a jail officer involved in a dispute with his fiancée.

Celester, a former high-ranking Boston police official, was charged with several counts of malfeasance, including mail and wire fraud, tax fraud, accepting illegal gratuities, making false statements and forging documents. Over a 44-month period, according to the indictment, Celester took about $30,000 from a fund meant to pay confidential drug informers and diverted the money for his personal use.

The 53-year-old Celester, who accepted a plea bargain in the case, said he began dipping into the fund soon after taking office in 1991. He said he was just following department tradition by skimming the fund, saying there were never any guidelines on that account.

On Dec. 2, Celester was sentenced to two years in Federal prison and ordered to repay $8,000 of the embezzled funds. Judge **Garrett B. Brown** rejected a petition for leniency, calling Celester's misdeeds "a textbook case" of "systematic and pervasive corruption."

Going, going, gone

After 16 members of an elite Indianapolis police unit were accused of using racial slurs, drunken brawling, and harassing women, Police Chief **Donald Christ** resigned on Sept. 16.

"I believe it is in the best interest of the department as well as the city of Indianapolis for me to resign as chief, effective immediately," said Christ, a 24-year veteran of the department.

Mayor **Stephen Goldsmith**, who tapped Christ for the post in September 1995, reluctantly accepted the resignation, saying he did not know whether the chief had done the right thing. "He thinks it's the right thing to do," said Goldsmith.

The events that led to Christ's resignation began on Aug. 27, after the Chief and several off-duy officers from the department's Mobile Field Force attended a minor-league baseball game. The officers, with Christ no longer among them, then went downtown for a post-game celebration.

After the officers emerged from a bar, witnesses reported seeing them grab their crotches and yell at passing women while asking them to take their skirts off. A black motorist, **Jeffrey Gordon**, 27, was taunted with racial slurs before being arrested by the all-white cadre of officers. A white friend of Gordon's, **Richard Craig**, was beaten and arrested for trying to help him.

Gordon had stopped his car to greet Craig, who was riding a motorcycle. Several officers ordered him out of the car, and when he did, he was pushed back by one of the men, who told him to leave the area. It was not until a brawl had started between Gordon and the officers, who had begun beating Craig, as well, that Gordon realized the men were police.

On Oct. 18, a grand jury indicted four of the officers on a variety of charges, including battery, perjury, public intoxication and disorderly conduct. The grand jury also indicted Gordon on charges of battery and disorderly conduct for continuing to fight with the officers after they had ordered him to leave the scene.

In the wake of the scandal that came to be known locally as the "policemen's brawl," Goldsmith invited Charleston, S.C., Police Chief **Reuben Greenberg** to come to Indianapolis to assess the Police Department's internal disciplinary process. In addition, Goldsmith said, the Police Executive Research Forum would conduct an in-depth analysis of IPD regulations.

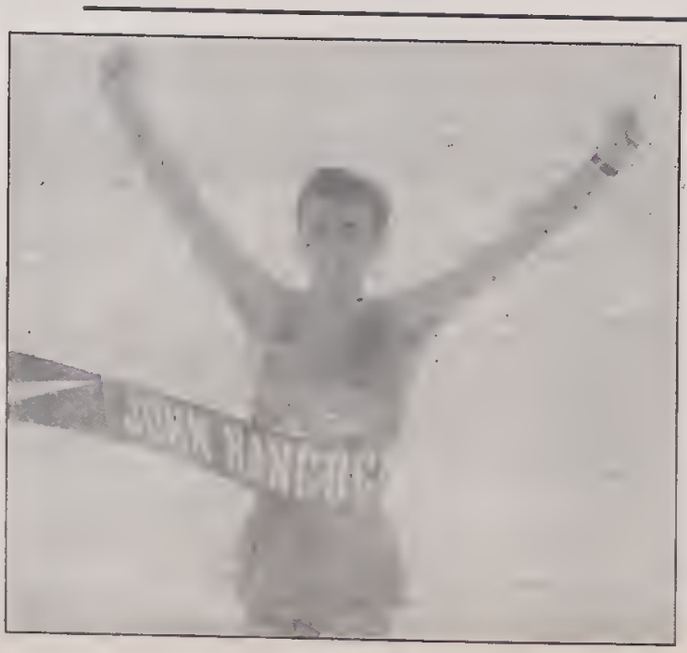
Reversal of fortune

In the face of overwhelming grief and despair, people channel their emotions in different ways. Retired Omaha homicide detective **James Wilson Sr.**, whose son, a rookie officer, was brutally murdered by a gang member in 1995, has since turned his loss into the state's gain, through an effort to raise awareness and funds for protecting police officers.

The James B. Wilson Jr. Foundation has raised nearly $800,000 and has begun using that money to purchase a variety of safety gear for police. Twenty in-car video systems have been bought for the Omaha Police Department so far, and money has been disbursed to other agencies in the state to buy equipment.

A third-generation Omaha police officer, **James Wilson Jr.** joined the department in 1994. He was on patrol on Aug. 20, 1995, when he stopped a van with improperly displayed plates. One of the passengers, an 18-year-old, got out of the van and riddled Wilson with bullets from an assault rifle. The officer was found still strapped in his car, microphone in his hand.

"When a young person reaches a level of violence that he will get out of a car and take an AK-47 to an officer sitting fully dressed in a uniform in a marked car with the red lights going — and just sprays him with bullets — what do you think your life is worth out there?" said Wilson. "That's something that makes people think."



Fleet-footed flatfoot

Attention, perpetrators! Do not attempt to outrun this man after your next criminal act. He is Giacomo Leone, a police officer from Francavilla Fontana, Italy, who took first-place laurels in the 1996 New York City Marathon on Nov. 3. Leone outran more than 300 other law enforcement officers — and an overall field of nearly 30,000 — to finish the 26.2-mile course in a time of 2 hours, 9 minutes and 54 seconds. (Wide World Photo)

The year in focus:

On the side of the law? Not necessarily

They killed, raped, beat, stole and lied. They abused their wives and girlfriends, and aided drug dealers and other criminals. They submitted fraudulent reports, skimmed money from their budgets and committed perjury to cover up their misdeeds. And they were all sworn to uphold the law.

Allegations of police misconduct are nothing new, of course, and the charges against sworn police personnel —from street officers to chiefs — in 1996 differed from past revelations largely just in terms of their specifics. As in the past, accusations ranged from violating departmental directives and procedures, to the most egregious and horrifying criminal acts such as drug-related corruption, brutality and murder.

In the worst cases, the acts of rogue police officers brought disgrace and dishonor to the badge and threatened to taint the entire profession.

There were also numerous examples of law enforcement agencies taking positive action in response to misconduct by making sweeping changes and taking steps to repair damage to the agency's integrity and image. Corruption scandals, of course, often seem magnified as the size of an agency increases, and 1996 provided no exception, as a number of the nation's largest police departments dealt with the fallout of ongoing corruption scandals.

As part of an agreement reached in September to settle lawsuits filed by dozens of victims of police corruption and racial bias, the City of Philadelphia will create a 15-member task force to review all Police Department policies and procedures, hire an integrity and accountability officer to ensure that police ethics are maintained and implement new procedures to identify officers at risk for misconduct. The agreement was reached just one day before lawyers for the American Civil Liberties Union and the National Association for the Advancement of Colored People were to go to court to file lawsuits brought by victims of six corrupt and brutal officers assigned to the Police Department's 39th District, all of whom are now serving long terms in Federal prisons for a variety of crimes.

The scandal, in which the officers were accused of crimes ranging from beating suspects and making false arrests to planting drugs on innocent citizens and committing perjury on the witness stand to cover up their acts and those of their colleagues, broke last year. The incidents, most of which occurred between 1988 and 1991, prompted the review of nearly 1,500 arrests made by the officers, and hundred of convictions already have been overturned.

Officers in other jurisdictions also succumbed to the lure of drug-related corruption. Three Detroit police officers and one former officer were named in a Federal indictment handed down in May that accused them of being key players in a Texas-to-Michigan cocaine-smuggling ring. The officers allegedly used squad cars and police-issued weapons to carry out their activities, some of which occurred while they were on duty. Police Chief Isaiah McKinnon wasted no time in condemning the officers, saying "there is no room in the department for those who show contempt for the badge, contempt for the people they work with and, most of all, contempt for the community in which they live."

Meanwhile, in New Orleans, the fallout continued from an FBI sting in 1994 that netted several officers who had agreed to transport and guard shipments of cocaine. The trials of several of the accused began this fall, with one of the key players in the scandal, former officer Len Davis, due to testify against former colleagues. Davis was sentenced to death earlier this year for arranging the murder of a woman who had filed a brutality complaint against him.

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The taint of scandal can be utterly non-discriminatory when it comes to either agency size or the rank of the officers involved, as some cities discovered. Residents of Ford Heights, Ill., barely contained their glee at the news that six current and former police officers had finally been indicted for allegedly taking bribes to look the other way as more than 20 drug dealers conducted a brisk, brazen business in the small, impoverished town about 30 miles south of Chicago. The residents' palpable sense of relief was a long time coming, as many said they had been aware of corruption on the force for years.

Newark, N.J., Police Director William Celester, a former Boston police official who assumed office in 1991, was forced out of office in June after being named in a wide-ranging indictment charging him with several counts of malfeasance, including mail and wire fraud, tax fraud, accepting illegal gratuities, making a false statement and forging documents. In a plea bargain, Celester pleaded guilty in July to using $29,500 from a police account to pay for vacations, airline tickets, gifts for girlfriends and other personal expenses which he agreed to repay. He later claimed that he was just following department tradition in skimming the account. A Federal judge was unmoved, sentencing Celester to two years in prison.

In Indianapolis, it wasn't wrongdoing on the police chief's part but on the part of officers under his command that led to the resignation Sept. 16 of Donald Christ, who stepped down after 16 members of an elite police unit were accused of using racial slurs, harassing women and starting a drunken brawl. Christ, a 24-year IPD veteran, said he was leaving because he believed "it was in the best interest of the department as well as the city of Indianapolis" to do so. Two officers have been fired, two suspended and three demoted, including two supervisors. Four were indicted in October on criminal charges stemming from the Aug. 27 incident.

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In recent years, law enforcement increasingly has adopted no-nonsense arrest policies against perpetrators of domestic violence. But emerging evidence shows that no one is immune to the problem, including those sworn to uphold the law, leading police officials to start coming to grips with batterers in their ranks.

The case of a twice-honored Washington, D.C., Police Officer of the Year, who was convicted in March of beating his fiancée, was a factor in a crackdown on domestic abusers announced by District officials. U.S. Attorney Eric H. Holder Jr. said that a new squad of prosecutors would be created to deal exclusively with domestic violence cases — part of a broader strategy that calls for the creation of specialized units of police officers, counselors and judges who will pursue cases from arrest to resolution.

The Detroit Police Department announced a similar proposal, including the deployment of a 50-member homicide-reduction task force charged with investigating every case reported to police, as well as a sophisticated effort to identify and provide assistance to officers who may be having problems at home themselves. The agency's Risk Management and Internal Controls divisions, which maintain records on officer performance, will analyze information to determine which officers might be at risk for spouse abuse.

The problem of domestic violence perpetrated by police officers is likely to get even more attention in the months ahead, as agencies wrestle with the ramifications of a new Federal law that bars anyone convicted of misdemeanor domestic violence from possessing a handgun.

Like domestic violence, sexual misconduct is an ongoing problem for police officers, whether in the form of on-duty consensual sex in a patrol car, granting leniency in exchange for sex, making inappropriate comments to female officers, or using the authority of the badge to force sexual favors from suspects. Several such incidents involving Minnesota police officers were a driving force behind a state mandate that required all law enforcement agencies to adopt a uniform code of conduct. To help agencies comply, the state Board of Peace Officer Standards and Training developed an eight-page model policy on conduct unbecoming an officer.

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And, finally, relief is just around the corner for some officers who say they are frequently the subject of false, vengeful complaints filed by suspects — claims that, for better or for worse, often become permanent part of their personnel records. The California Legislature took action on the issue, approving, after months of debate, a law under which frivolous complaints will no longer be retained in police personnel files. Gov. Pete Wilson signed the House version of the bill Sept. 30, rejecting a Senate version that would have barred disciplinary action against public safety officers for misconduct allegations unless the complaints are investigated within a year of the alleged incident.

The year in focus:

The high cost of discrimination

Police agencies are paying the piper, in sums that reach into the millions, for acts of discrimination and harassment against women and minority officers. In a number of cases, municipalities settled with plaintiffs or were forced to defend themselves in court by judges who refused to dismiss discrimination charges leveled against police departments that included some of the largest in the country.

Moreover, police agencies continue to be put on the defensive about promotion and hiring policies deemed unfair — and, in some instances, have been forced to come up with new plans.

Vindication was achieved by a number of female and minority officers who charged discrimination:

¶ Former Los Angeles police officer Nina Damianakes was awarded $2.3 million on April 25 after a Superior Court jury agreed with her claim that she had been harassed by the department so ruthlessly when she joined its SWAT team that she could no longer work for either the unit or the agency.

¶ A Federal jury in Pompano Beach, Fla., awarded Sgt. Diane Brown $100,400 in April after finding that acting Police Chief Larry DeFuria called her racial slurs. Brown claimed that top officials retaliated against her when she complained about racial and sexual discrimination in the department.

¶ At least seven discrimination suits were filed statewide in New Jersey after Newark police Sgt. Donna Hurley was awarded $1.2 million in a Federal suit in 1996.

¶ The Canton, Miss., Police Department was sued in October by the U.S. Justice Department to force the agency to promote Lieut. Vickie McNeill to assistant police chief with back pay and compensatory damages. The suit charges that McNeill was passed over because she is female, even though she ranked as the most qualified.

¶ The Massachusetts Commission Against Discrimination said in September that it found overwhelming evidence to uphold a $250,000 settlement of former Southborough police dispatcher Katherine Baldelli's sexual harassment claim.

¶ The Bureau of Alcohol, Tobacco, and Firearms agreed in July to pay $5.9 million in damages and legal fees to black agents who filed a lawsuit in 1990 claiming that they were assigned to lower-ranking jobs than whites and paid less. The ATF agreed to overhaul its hiring, recruiting and promotion methods as part of the settlement.

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The New York City Police Department was faced last year with two sexual harassment lawsuits. The first, filed by the U.S. Justice Department in June, marked the only time the Federal agency has ever charged the NYPD with discrimination. Former officer Sheryll Goff was allegedly subjected to years of abuse by male peers. Her attorney said the suit was filed only after trying unsuccessfully to negotiate with the department. The 31-year-old officer had been assigned from 1989 to 1992 to the 110th Precinct in Queens. During that time, Goff said, she endured sexual explicit comments, centerfolds tacked to her locker, and pornographic movies in the station's lounge.

The NYPD's top uniformed official, Chief of Department Louis Anemone, was named in the other suit, originally filed in 1993. Sgt. Marissa Wise claims that Anemone, then commanding officer of the 34th Precinct, told her that she would suffer professionally if she filed charges against officers who subjected her to abuse similar to that described in Goff's suit. When Wise filed a complaint with the department's Equal Employment Opportunity office, Anemone allegedly shouted at her, "Who do you think you are, going down to the EEO?" In July, a Manhattan judge refused to dismiss Wise's lawsuit.

Another big-city department, the Metropolitan Police in Washington, D.C., faced the loss of $9 million in Federal grants after a Justice Department investigation concurred in April with Latino officers' charges of discrimination and civil rights abuses. Dozens of officers belonging to the Hispanic Police Association filed a suit in 1993 claiming the department routinely denied promotions to Latino officers, forbade them to speak Spanish on the job, and meted out unduly harsh punishment on some of the 150 Latino officers on the 3,600-member force.

The department's brass was also forced to defend a promotional test-scoring practice which gives passing grades to officers who correctly answer fewer than half of the questions on the written exam. Under the current system, the written exam, which has no standard passing grade, is combined with another exam that evaluates performance skills.

In April, the agency planned to allow 185 of the top scorers on the written exam to advance, but police officials had to advance 207 candidates because of a diversity requirement. This made the lowest passing score 46 and the highest 81 among the 965 test-takers. Officials defended passing the low scorers, claiming that knowledge of the street is as important as book smarts.

In Chicago, twin task forces are examining police and fire promotions policies in hopes of recommending new procedures that would end perennial disputes over advancement to the departments' higher ranks. The task forces, named in April by Mayor Richard M. Daley, are but the newest initiative attempted by the city to avoid confrontation. In 1993, the city hired outside consultants to devise a new exam. But the following year, test scores showed that only five of the top 114 scorers were minorities. On the lieutenants' exam, 51 of the top scorers were white, and only three were black.

While Daley has not set a deadline for the Police Promotion Task Force, he said it is vitally important that the city be prepared for a new round of promotional testing within the next eight to 12 months.

In August, the city struck a deal with the local Fraternal Order of Police to avoid a police protest during the Democratic National Convention. As part of the agreement, which included a 14-percent pay hike over four years, the city accepted the union's exclusion of an affirmative action clause. The city lobbied for an additional 5 percent of promotions to be set aside for minorities, but the union refused.

The year in focus:

A hot-button issue heats up again

The use of force by police is inarguably one of the most sensitive and highly scrutinized aspects of law enforcement. Since the 1991 videotaped beating of Rodney King by Los Angeles police officers, both the police and the public have become even more sensitive to what has long been a hot-button issue.

As the King beating showed, decisions by officers to use force in a given situation — whether justified or not — can have seismic repercussions for a police agency, including an erosion of public trust, huge payments for damages in liability claims brought by victims of excessive force, disciplinary actions against officers, and the establishment of external review and oversight boards, to name just a few.

In the worst-case scenario, the use of force, particularly when it results in death, can spark civil unrest, as it did in St. Petersburg, Fla., this year. Two riots broke out following the fatal shooting of a black teen-ager by a white officer during a traffic stop Oct. 24. Officer James Knight and his partner stopped a car for speeding and, according to police, the driver, 18-year old Tyrone Lewis refused Knight's request to roll down his window and failed to comply with other commands.

Knight fired several rounds at the vehicle after Lewis allegedly tried to run the officer down. However, witnesses claimed that Knight, an eight-year veteran, was standing with his hands on the hood when the car inched forward and his partner yelled for him to shoot.

The incident erupted into violence, as hundreds of black residents took to the streets to protest the shooting. Rioting left a dozen people injured, including two police officers, and resulted in at least a score of arrests. Fires were set in a 25-block area in the city's predominantly black south side, destroying nearly 30 properties, including a police substation. Police Chief Darrell Stephens ordered a 72-hour "state of emergency," barring sales of guns and gasoline in containers. Hundreds of police officers from a number of jurisdictions were mobilized to patrol tense streets.

Violence flared anew Nov. 13, when a Pinellas County grand jury ruled that Lewis's death was a justifiable homicide that was not racially motivated. Scattered gunfire left two officers wounded, including one who was hit when a bullet struck a police helicopter, forcing it to make an emergency landing.

At this writing, the situation remains tense in St. Petersburg, where racial animosity has flared since the early 1990s, as police and the U.S. Justice Department further investigate the incident and officials and residents attempt to mend racial divisions.

Racial tensions also ran high in Pittsburgh after an all-white jury acquitted a white police officer of involuntary manslaughter in the death of a black motorist. Just weeks earlier, a judge declared a mistrial in a related case against two other white police officers. The jury verdict in Allegheny County Court on Nov. 13 cleared Officer John Vojtas of the suburban Brentwood Police Department in the death of Jonny Gammage, who died of positional asphyxia when officers subdued him during a traffic stop.

Vojtas was tried separately because he claimed self-defense in the incident. His lawyers said Gammage's death was an accident that could have resulted from exhaustion or an adrenaline rush rather than force used by police. By the time Gammage died, they added, Vojtas had already left the scene to get treatment for his thumb, which the suspect had bitten during the struggle.

On Oct. 18, Allegheny County Court Judge David Cashman declared a mistrial in criminal proceedings against two other officers charged in the death because county coroner Dr. Cyril Wecht made inappropriate statements during his testimony as he was being cross-examined by defense lawyers. Brentwood police Lieut. Milton Mulholland and Baldwin police Officer Michael Albert, whose lawyers claimed they were unaware their tactics could result in death, now face a second trial, which will probably be held in early 1997.

Gammage's death fueled calls by Pittsburgh residents for a citizen review board to oversee the investigation of complaints against police. The City Council voted in October against setting up such a body. Instead, a public hearing was scheduled to determine whether to place the issue before voters.

In California, in an incident that drew comparisons to the King beating, two Riverside County sheriff's deputies were disciplined in September for their roles in the videotaped beating of an illegal immigrant couple after the victims were prone on the ground. Deputy Tracy Watson was fired — and is appealing the action — while his partner, Deputy Kurtis Franklin, was suspended for 20 days.

The incident stemmed from a high-speed chase of a pickup truck loaded with Mexican illegal immigrants that was taped by a TV helicopter crew. The tape showed that when the truck stopped, the immigrants scattered, but Watson and Franklin caught up with the couple and beat them.

California Highway Patrol Officer Marco A. DeGennaro, who had joined in the chase, also was fired after he admitted to lying about a tape recording he made during the incident. The patrolman, who said he made the tape for his girlfriend, is heard on it telling a CHP supervisor that deputies had "whaled" on the suspects while another CHP officer is heard calling the immigrants "wetbacks." DeGennaro said he lied about the tape's existence to the FBI and Los Angeles County Sheriff's Department because he feared CHP officials would be angry if he disclosed its existence.

The beating of a black man by off-duty white Indianapolis police officers in August led to the resignation of Police Chief Donald Christ and strained already poor relations between police and the city's black community. The incident occurred when a group of officers, most of them members of an elite police unit, emerged from a downtown bar, taunted women, then beat up and arrested a black man as well as a white man who had come to his aid.

Christ resigned after it was disclosed that he had attended a baseball game earlier in the evening with some of the officers. The incident led to departmental disciplinary action ranging from termination to suspension and demotion, and criminal charges against four of the officers implicated in the attack.

City officials also recruited outside help — in the form of the Police Executive Research Forum and Charleston, S.C., Police Chief Reuben Greenberg — to review how the IPD handles complaints and disciplines officers.

And in New York City, hundreds of demonstrators picketed a Bronx courthouse and a police precinct to protest the acquittal of Officer Francis X. Livoti on a charge of criminally negligent homicide for killing a man with an illegal chokehold in 1994. While a judge cleared Livoti of criminal charges, saying the prosecution had failed to prove its case beyond a reasonable doubt, the Police Department is still pursuing formal disciplinary charges against Livoti that could result in his firing.

The charges allege that Livoti, who was the subject of several citizen complaints alleging brutality and excessive force, "wrongfully used a chokehold" that contributed to the death of Anthony Baez.

Baez died in December 1994 after a struggle with Livoti and others cops that began when a football hit a patrol car parked outside the Baez family home.

During an April 15 rally, an unidentified pro-police activist is restrained by a Riverside, Calif., police officer during a brief scuffle with a group protesting the beating that illegal immigrants sustained at the hands of sheriff's deputies.
(Wide World Photo)

The year in focus:

Supreme Court rules on range of issues

Safety from sexual offenders, both in the flesh and in cyberspace, figured prominently among a wide range of issues confronting the U.S. Supreme Court.

In Kansas v. Hendricks, which made its way to the Court via an appeal by the State of Kansas, the Justices will decide whether a state can continue to hold a violent sexual offender who is considered likely to repeat his crimes, but who has served his sentence and does not meet the criteria for being declared mentally ill.

The Kansas Supreme Court last year declared the state's Sexually Violent Predator Act unconstitutional, finding it to be violative of the constitutional guarantee of due process. The law requires civil commitment in a mental hospital for a sex offender who has served his sentence and is then found in a separate jury proceeding to be still dangerous. The continued confinement is indefinite, with re-evaluation every year.

The defendant in the case, Leroy Hendricks, 60, has a 41-year history of sex crimes against young children. Each time he has been released from prison, he committed a new offense. When his latest sentence ended in August 1994, the state sought his commitment under the Sexually Violent Predator Act. After three weeks of psychiatric testimony, a jury concluded that he was likely to prey upon children if released.

The Court permitted a stay after the law was struck down, keeping Hendricks and five other men incarcerated.

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Likely to be on the Court's calendar will be a Justice Department challenge to a three-judge panel's ruling blocking a law that bans indecency on the Internet.

In June, the Federal court unanimously granted a preliminary injunction against the Communications Decency Act, which makes it a crime to put "indecent" or "patently offensive" words or images on the Internet where children could see them. Penalties include a $250,000 fine and prison.

In the first major ruling on the issue, U.S. District Judge Stewart Dalzell wrote , "As the most participatory form of mass speech yet developed, the Internet deserves the highest protection from Government intrusion." Judge Dolores Sloviter called the law a "government-imposed, content-based restriction on speech."

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In yet another case that deals with sexual offenses, the Court will decide, in United States v. Lanier, whether a Federal law that makes it a crime for a public officials to deprive persons of their constitutional rights can be interpreted as applying to the sexual harassment and assault of an employee by a Tennessee judge.

The century-old law, the same statute used by the Federal Government to convict two Los Angeles police officers of violating Rodney King's civil rights, was used to convict state juvenile court judge David Lanier of sexually assaulting five women in his chambers during working hours — sometimes while still in his robes.

The conviction was thrown out last year, however, when a nine-judge majority of the Sixth Circuit Court of Appeals held that the Supreme Court bad never ruled explicitly that there is a constitutional right not to be sexually assaulted.

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In October, the Court agreed to hear a constitutional challenge to a six-year-old Georgia law — the only one of its kind in the nation — that requires all candidates for public office to pass a drug test before they can appear on a ballot.

The case, Chandler v. Miller, was brought by Walker L. Chandler, a Libertarian Party candidate for lieutenant governor who found the test both an invasion of his privacy and right of free speech.

The law applies to all three branches of state government, including the governor, lieutenant governor, secretary of state, attorney general, commissioners of state agencies, the state school superintendent, judges and legislators. It was passed in 1990 as part of a broader legislative effort to require drug testing for all state employees.

The Court has consistently taken the Government's side in drug-testing issues, the most recent case being a 1995 decision that upheld random testing of student athletes at an Oregon high school. But those decisions have often been narrowly focused on particular circumstances, and were accompanied by stinging dissents from conservative Justices.

The 11th Circuit Court of Appeals upheld the Georgia law by stating that while there was little evidence of a drug problem among top state officials, the state was entitled to its view that the "fundamental inconsistency of drug use with the demands of the position" justified urinalysis tests for candidates for office.

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Of particular interest to the criminal justice community is how the Court will handle Printz v. United States and Mack v. United States, a pair of challenges to the Brady Law. The Justices agreed in June to settle the matter.

The Brady Law, passed after a long and bitter Congressional battle and strongly opposed by the National Rifle Association, took effect in March 1994, imposing a five-day waiting period before the sale of handguns and a background check of prospective gun buyers.

Sheriffs Jay Printz of Ravalli County, Mont., and Richard Mack of Graham County, Ariz., challenged the law, claiming the background-check requirement put an undue burden on local officials.

Federal appellate courts have been split on the issue, unable to come to a consensus about whether the Brady Law violates the 10th Amendment, which reserves for the states or the people those powers not explicitly given to the Federal Government.

The law has been upheld by the Ninth and Second appellate courts in San Francisco and New York, and struck down by the Fifth Circuit in New Orleans.

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Among other criminal justice questions tackled in 1996, the Court:

¶ Decided unanimously that police have the right to use a minor traffic violation as a probable cause for searching a motor vehicle for drugs.

¶ Agreed to hear an appeal to determine whether governments can be held responsible for the actions of a rogue police officer. The case stems from a 1991 case in which a Bryan County, Okla., reserve deputy sheriff with a long list of criminal misdemeanors seriously injured a woman during an arrest.

¶ Heard arguments in February over whether blacks are singled out for tougher prosecutions than whites in drug cases — specifically in terms of crack cocaine arrests which carry stiffer penalties than those for powdered cocaine and which disproportionately affect blacks.

¶ Ruled June 24 that the two-pronged strategy of prosecuting a defendant and seizing his property through civil forfeiture does not constitute double jeopardy.

¶ Rejected on Oct. 7 a toy manufacturer's attempt to overturn a New York City law banning the sale of realistic-looking toy guns.

¶ Upheld in March the forfeiture of a car half-owned by a Michigan woman, whose husband had used it without her knowledge to solicit a prostitute.

¶ Reinstated a Montana law that bars defendants from using drunkenness as a defense.

¶ Agreeing with a variety of police organizations in a case involving a former Illinois officer, ruled that Federal courts must allow psychotherapists and other mental health professionals the right not to disclose patient records.

¶ In May, upheld without comment a ruling by the Ninth Circuit Court of Appeals that allows police to order any passengers out of a car stopped for a routine traffic violation.

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Among significant cases heard by state supreme courts around the country, the California Supreme Court in June unanimously dealt a blow to the state's "three strikes" law, ruling that a judge may disregard a defendant's prior convictions if a mandatory "third-strike" is deemed too cruel. Gov. Pete Wilson, a strong proponent of the overturned law, vowed to find some way of putting the teeth back into the measure by either amending it or seeking a referendum.

In Georgia, where two-strikes-and-you're-out is the rule, the state Supreme Court on June 3 upheld a law that requires life imprisonment without parole for those convicted of a second violent felony.

On Sept. 9, the Georgia Supreme Court declared that police acted legally when they secretly recorded a conversation between two murder suspects in the back of a patrol car. The state justices said people in the back seat of a cruiser have no expectation of privacy.

The Oregon Supreme Court dealt with an eavesdropping issue in April when it ruled that police may not use evidence obtained by illegally listening in on conversations over cordless or cellular telephones.

Home, sweet home

Police in Elgin, Ill., got a new home in 1996 with the opening of the glistening Law Enforcement Facility, seen here looking down its wide entrance lobby. The building, designed around the concept of community policing, features a glass exterior on one side that allows residents to view interactions between police and the public.

(Paul Schlismann Photography)

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Still dogged by the news media, Richard Jewell returns to his Atlanta apartment on Oct. 26 after receiving a letter from the U.S. Department of Justice that officially declared that he is no longer a suspect in the Centennial Olympic Park bombing on July 27. (Wide World Photo)

The year in focus:

Atlanta bombing's fallout

With the impending arrival of thousands of law enforcement officers from around the nation and the world to serve as part of the security grid blanketing the Summer Olympic Games, Atlanta police Major John Gordon observed, "When all is said and done, this city might be the safest place on the planet."

But when all *was* said and done, no place or event on the planet could be declared totally safe from the threat of harm, and the Atlanta Olympics proved no exception.

The explosion on July 27 of a crude pipe bomb in Centennial Olympic Park did more than just shatter the crowd noise and amplified rock music at the popular tourist spot. It claimed the lives of two people, resulted in injuries to more than 100 others and, in the end, left police agencies and news organizations with public-image black eyes.

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Led by former Dallas Police Chief Bill Rathburn, who headed security for the Summer Games in Los Angeles in 1984, officials began weaving the security net in Atlanta shortly after the city was chosen to host the Olympics.

Although terrorism has been a critical Olympic security concern for more than two decades, a major concern in Atlanta was the city's high crime rate, which was the highest in the nation in 1995. Its per-capita violent crime rate ranked second, after Newark, N.J. Still, Atlanta Police Chief Beverly Harvard said she was confident in her officers' ability to maintain order.

Members of the unprecedented security cohort — nearly 30,000 Federal, state and local officers in all —received week-long crash courses in Georgia law and venue-specific security procedures. Seven hundred Federal officers were cross-deputized as Georgia Bureau of Investigation agents. Another 100 were assigned to the Atlanta Police Department, which also supplied training.

Human efforts were to be supplemented by sophisticated surveillance techniques that included cameras mounted on light poles and a blimp that served as an airborne observation post.

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There is nothing like a bomb when it comes to abruptly altering a security agenda. The Olympic Park bomb, which authorities said was hidden in a knapsack, exploded just minutes after officials received a warning call that eventually was traced to a nearby pay phone. "You have 30 minutes," the caller said ominously.

The early-morning blast was blamed for the deaths of two people — a Georgia woman who died instantly and a Turkish television cameraman who suffered a fatal heart attack after the explosion. More than 100 people were injured in the blast.

The explosion was all the more unnerving to security officials and the public in that it occurred just 10 days after the mysterious crash of a TWA jetliner off Long Island, N.Y. The Atlanta Police Department, for its part, came under fire when it was reported that dispatchers were slow to react to the telephoned warning.

As the search for suspects began, suspicion first fell on members of Georgia militia groups, whom authorities had been scrutinizing as potential security threats in the months leading up to the Games. In late April, the FBI had arrested three men with ties to militia groups who allegedly plotted to make dozens of pipe bombs and launch a "war" against the United Nations and the so-called New World Order.

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Only three days after the explosion, The Atlanta Journal reported that Richard Jewell, a security guard who was the first to notice the suspicious knapsack, was the prime suspect in the case. Jewell was quickly transformed from a modest hero who had steered people out of harm's way to a criminal suspect whose every move was monitored by the FBI and the news media.

A former Habersham County sheriff's deputy, Jewell, 33, had had a spotty career as a law enforcement officer and security guard. Some former employers said he was nudged out of jobs because he was overly zealous in carrying out his duties.

In 1990, Jewell was charged with impersonating an officer stemming from an incident at the Atlanta apartment complex where he lived and worked as a security guard. He pleaded guilty to disorderly conduct, and was sentenced to probation and ordered to undergo psychological evaluation. He reportedly told co-workers that he would emerge as a hero during the Games, but gave no reason why.

From the start, Jewell denied any involvement in the bombing. He was never arrested or charged in the case, but his life was turned upside down, he said. His pickup truck was seized, as were his guns and other items from his apartment, which investigators scoured for clues. Jewell's mother made a tearful, public plea to President Clinton to end the constant surveillance.

Finally, after 88 days of feeling "like a hunted animal," Jewell was formally cleared as a suspect. A letter written by U.S. Attorney Ken Alexander, which was hand-delivered to one of Jewell's attorneys on Oct. 26, noted that the Jewells had "regrettably also endured highly unusual and intense publicity that was neither designed nor desired by the FBI."

At a news conference held shortly thereafter, Jewell hinted that he intends to file suit against The Atlanta Journal and NBC News, which first named him as the suspect, and possibly the FBI and the Atlanta Police Department.

Shortly thereafter, Jewell reached a settlement with NBC News for an undisclosed sum, thus averting the threatened lawsuit.

The FBI, which is continuing its investigation but has not disclosed information about possible suspects, has not issued a formal apology to Jewell, and Jewell apparently doesn't expect to receive one. "They're more interesting in saving face, covering their own rear ends," said G. Watson Bryant Jr., one of Jewell's attorneys.

FBI Director Louis Freeh ordered two investigations into the handling of Richard Jewell as a suspect. One will examine the tactics used by agents in their initial questioning; the other will try to find out the source of the leak that made Jewell's status public.

The ongoing investigation quickly appeared to bear fruit after the FBI opened a hot line offering a $500,000 reward for information leading to the bomber. More than 1,500 people called the hot line in the first two days it was operational, including Ted Militiades of Atlanta, who gave the FBI a photograph he took of someone at Centennial Park wearing a military-style backpack similar to the one that concealed the bomb.

The FBI has also created a Web page on the bombing, located at www.fbi.gov/centbom/centbom.htm.

The year in focus:

The greatest threat to cops' lives — themselves

Each time a police officer takes his or her own life, the question of whether police are at higher risk for suicide than the general population rears its head. A new study released earlier this year by researchers at the University of Buffalo-State University New York found that police are eight times more likely to commit suicide than to be murdered on the job, and three times more likely to kill themselves than die in job-related accidents.

The study, which researchers say is the first to compare police officers' risk to other municipal employees, is also described as one of the few empirical analyses of officers' risk of suicide, homicide and accidental death.

It analyzed the deaths between 1950 and 1991 of 138 white males — 39 police officers and 99 other municipal workers. All of the deaths were caused by external factors unrelated to disease. A further analysis by a panel of medical examiners who verified the causes of death found that 25 of the police deaths were caused by suicide, three were homicides, six were accidents, and five were classified as undetermined.

By comparison, 13 of the 99 municipal worker deaths were considered suicides, four were the result of homicide, 77 were accidents and five were unclassified.

The study's lead author, John Violanti, who served 23 years with the New York State Police and is now an assistant clinical professor of social and preventive medicine at Buffalo, found that police commit suicide at a rate of up to 53 percent higher than other city workers.

There are a variety of reasons for the higher risk of suicide among police, said Violanti, including access to firearms, continuous exposure to human misery, shift work, drinking problems, marital stress and a lack of control over their jobs and daily lives.

Police also fear getting help, said Violanti, because they do not trust counseling services offered by their departments. They are viewed as not being confidential, he said, and police fear that a trip to the counselor will result in a ruined career.

There is also denial on the part of police agencies, said Violanti, that prevents the establishment of prevention programs. "Middle management is probably a key place to train sergeants, lieutenants and captains about how to recognize this problem," he said.

He noted that suicide among the New York City Police Department — which hit 12 officers in 1994 — fell drastically following the implementation of a suicide-awareness course.

That did not stop Officer Francis Vasile, 26, from fatally shooting herself Jan. 11 at the City Island home she shared with her boyfriend, another New York police officer.

Nor is New York City alone when it comes to grappling with police self-destruction. Among incidents in other jurisdictions:

¶ In September, authorities in Kaufman County, Texas, found the body of Alfred J. Hurtado, 41, a former deputy in the reserve unit of the county sheriff's department. A handgun was found beside the body, which had what looked like a bullet wound to the head.

¶ An Oklahoma City police sergeant, Terrance Yeakey, was found dead in May, an apparent suicide. Yeakey was up for a medal of valor last year for rescuing people from the bombing of the Federal Building.

The year in focus:

Fighting gun battles on several fronts

As many gun owners learned last year, having a concealed-weapons permit still does not give one carte blanche to tote a handgun anywhere.

Ordinance after ordinance restricted the legal right to bring guns into hospitals, private businesses, nursing homes, banks and numerous other places, resulting in a tug of war in some states between state legislators, who did not appreciate being second-guessed by local governments, and municipal officials, who fear the Wild West mentality that could arise when every citizen is armed and allowed to carry his gun anywhere.

According to a survey released last August, four in 10 American adults live in households where guns are present. Gun ownership is highest among whites (45 percent), Southerners (46 percent) and conservatives (52 percent). Texas, which enacted its concealed-handgun law last January, has been a flagship state for gauging the ups and downs of relaxed gun-ownership laws.

Since November 1995, 98,148 Texans have been licensed to carry concealed handguns — the overwhelming majority of them white and male. Oozens of municipalities and counties took action to curb where these weapons may legally be carried, in what was seen as a backlash against the new state law. The growing regulation, some observers said, could land local governments in court.

At present, Texans are specifically banned from carrying concealed weapons in hospitals, nursing homes, amusement parks, voting sites, courts, police stations, government meetings, bars, racetracks and houses of worship. Fourteen of the state's largest cities, including Dallas, Corpus Christi, San Antonio, Houston and El Paso, have passed ordinances restricting guns in city buildings.

Officials said in July that since enactment of the state concealed-weapons law, there were 23 reported incidents involving Texans carrying hidden guns, including two shooting deaths and two suicides. The most widely reported incident, and the one that most graphically illustrated the fears of opponents to concealed-weapons laws, involved the fatal shooting of an unarmed motorist by another driver during a traffic altercation.

In April, a Grand Prairie grand jury refused to indict Gordon "Buddy" Hale, who said he was in fear for his life when he shot 33-year-old Kenny Tavai. The two drivers had bumped side-view mirrors while driving. Stuck in traffic, Hale said he was unable to move his car as Tavai began punching him in the face.

Across the country, states have struggled with whether to allow concealed handguns, where to allow them, and what restrictions should be made as to who can carry a concealed handgun. A bill that would allow anyone over the age of 20 to carry a concealed weapon embroiled the Kentucky legislature in fierce debate. An Oklahoma House committee approved a bill in March that would allow gun safety instructors to receive temporary permits to carry concealed weapons before the completion of an FBI background check. In Kansas, the House took up a bill that would issue permits to some state residents.

In Alaska, meanwhile, Gov. Tony Knowles in June vetoed a bill that would have expanded the number of sites where concealed weapons are permitted to include banks, bars, and state and Federal office buildings.

Oown South, where the majority of gun owners live, The New Orleans Times-Picayune reported in April that 49 percent of the state's voters opposed a plan by Gov. Mike Foster to allow concealed-weapons permits, as opposed to 40 percent who agreed with the proposal. Tennessee passed legislation permitting concealed weapons on Oct. 1. And in North Carolina, as of October, more than 20,000 North Carolinians had applied for concealed-weapons permits. Since the law took effect in December 1995, more than 18,000 permits have been issued.

One California police chief, Isleton's Eugene Byrd, found himself in a crossfire for issuing weapons permits to more than half the town's 833 residents. Byrd was criticized not only for promoting a "Wild West mentality" in the small, economically-depressed town, but for charging residents $500 each — a rate that contributed to a $50,000 windfall for Isleton. Byrd's budget was increased by 80 percent by the City Council last year when he predicted that gun permit fees would bring in $176,000. State Attorney General Oan Lungren froze the town's permit applications in October, saying that officials could charge only $3 unless a higher fee were approved by voters.

Police and prosecutors in Virginia were given a bit of unwelcome news in September when the FBI notified the state it would stop checking fingerprints on concealed-weapon permits. The bureau was not authorized by the state Legislature to check applicants' fingerprints, but had provided the service under a one-year grace period. Since the state's concealed-weapon law took effect in July 1995, more than 25,000 Virginians have obtained permits.

In the ongoing battle to keep guns out of the hands of teen-agers, an agreement was signed at the White House in July by police chiefs and prosecutors from 17 cities, who agreed to voluntarily provide information on every gun seized for entry into a Federal data base. Project LEAO, as the data base is called, will be run by the Bureau of Alcohol, Tobacco and Firearms. Each gun entered into the system will be traced back to its original owner through documents and serial numbers, allowing gun traffickers to be prosecuted. Boston's pilot version of the program was so successful last year that no juvenile has been killed by gunfire in a 15-month period.

Gun battles of a different stripe raged in the other branches of Government. After months of controversy, Congress voted overwhelmingly in July to cut $2.6 million from the budget of the Centers for Oisease Control — roughly the amount the COC spends annually on research into gun-related violence. The fight to cut the funding was led by the National Rifle Association, which said the CDC's research was biased in favor of gun control. One of the more controversial grantees who will lose funding is Or. Arthur Kellerman, director of Emory University's Center for Injury Control, who has found that homes with guns were five times more likely to be the scene of a suicide, and three more times as likely to be the scene of a homicide, than a home without firearms.

The U.S. Supreme Court may be the site of the most significant gun battle of the year, one whose outcome won't be determined until early 1997. On Dec. 3, the Justices heard a challenge to the Brady Law's requirement that local police check the backgrounds of would-be gun buyers. Sheriffs Jay Printz of Ravalli County, Mont., and Richard Mack of Graham County, Ariz., contested the requirement, contending that local authorities cannot be compelled to carry out a Federal regulatory program.

Representative Charles Schumer (D.-N.Y.), the Brady Law's sponsor, has said he will introduce legislation next year that would deny Federal anti-crime funds to counties that refuse to conduct background checks.

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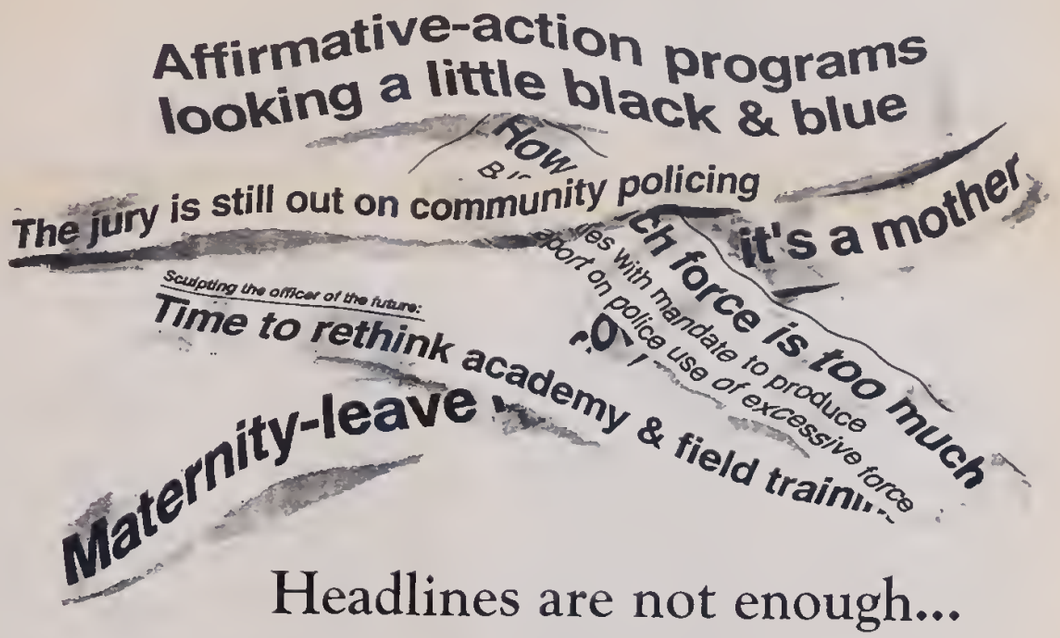

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The year in focus:

A grain of assault

An integrated approach combining technology, stronger laws and a full-bore effort by police agencies was taken last year in the aftermath of a number of violent incidents involving victims of domestic violence — many of whom were the wives and girlfriends of police officers.

Across the county, victims of domestic abuse were outfitted with cellular phones and silent alarms to summon help when threatened by an abusive partner. In Sangamon County, Ill., pendant alarms that summon police were given out free in June to victims who have been stalked, threatened, or who have taken out orders of protection.

The alarm, which is activated with the squeeze of a hand, gives responding officers instant access via their car's mobile data terminal to all available information about prior calls from the victim, including the victim's name, the identity of the suspected batterer, the address, whether there are any firearms in the home, and whether children may be present.

Instead of giving victims in Hamilton County, Ohio, a pendant, it's the batterers who are now wearing anti-crime "jewelry": electronic ankle bracelets that send out a warning signal should an abuser come within several hundred feet of a victim's home. Twenty monitoring devices were purchased through a grant from the state's Community Correction Act, one of several new laws nationwide to focus on domestic violence.

In Indiana, an alarm is sounded at a monitoring station when the batterer gets close, and officials at the station then contact the appropriate police agency. A microphone inside the woman's house is also activated, producing a recording that could be helpful in subsequent prosecutions.

A national 24-hour hot line based in Austin, Texas, began in February to serve the estimated 6 million women who are victims of domestic violence each year, providing information in both English and Spanish.

Some of those calls may be coming from cellular phones being handed out to victims in Derry, N.H., and in Montgomery County, Md., among other places. In New Hampshire, the Domestic Violence Coordination Council began handing out the phones in October to women who are being stalked or who have obtained restraining orders. Twenty-five phones were donated in May by Bell Atlantic NYNEX Mobile for a test program in Montgomery County. Another pilot programs in the county involves a "panic-alarm" pendant provided by ADT Security.

The 1994 Violence Against Women Act, a Federal law that makes gender-based crimes a civil rights violation, was invoked in several cases last year. In January, a 63-year-old former airline pilot, Wayne Hayes, was prosecuted in a Federal court in Ohio for stalking his ex-wife across state lines in New Jersey.

The first civil case under the law was brought in February by an 18-year-old college student who claimed she was raped by two student athletes at Virginia Tech in 1994. Christy Brzonkala is suing the school and her alleged attackers for $8.3 million, and seeks to bar the school from handling sexual assaults through its internal judicial process.

A Federal judge in Connecticut upheld the law's constitutionality in June in a case brought by a woman who had been beaten and terrorized by her husband. The expanded protection that the law offers women, said Judge Janet Bond Arterton, was appropriate because the House of Representatives "found that both existing state and Federal criminal laws were inadequate to protect against gender-based violence."

A popular anti-stalking bill sponsored by Senator Kay Bailey Hutchison, a Texas Republican, eventually passed, although its future looked shaky for a while after Senator Frank Lautenberg (D.-N.J.) tacked on an amendment that would prohibit those convicted of domestic violence from owning a firearm. The legislation makes it a Federal felony for a stalker to cross state lines to intimidate or threaten a victim in violation of a protective order. Opponents of the Lautenberg amendment — including, as it turned out, the National Fraternal of Police — argued that felons are already prohibited from possessing a firearm, but Lautenberg countered that many domestic violence cases are plea-bargained down to misdemeanors.

Among actions at the state and local levels, New York Gov. George Pataki signed a law in May that would require judges to take domestic violence concerns into account in deciding child-custody cases. Texas Gov. George W. Bush, meanwhile, said that he will make rewriting the state's anti-stalking law a priority when the Legislature convenes in January. The law was struck down in September for being too vague.

The Detroit Police Department and the Metropolitan Police in Washington, D.C., both initiated programs to crack down on domestic violence. In Detroit, a 50-member task force was charged with investigating every case reported to police and trying to reduce homicides by preventing repeat attacks. The program will also reach out to fellow officers who might be having problems at home.

In Washington, special units of police officers, prosecutors, counselors and judges will be created. The department's action was spurred by the March 1 conviction of a former Police Officer of the Year for beating his girlfriend.

Among other domestic violence incidents involving police that fueled a steady litany of headlines:

¶ New Jersey State Trooper Andrew Seals, 27, shot and killed his wife, Kris Taylor Seals, on July 8 and then took his own life.

¶ A 24-year-old Boston police officer, John Melson, was arrested in June for climbing the balcony of a former girlfriend, kidnapping her, and stabbing her boyfriend.

¶ McMechan, W.Va., Police Chief Robert Green was fired in September after a spouse-abuse incident.

¶ Stonington, Conn., Police Chief Patrick Hedge, 60, was put on paid leave in May after being charged with harassing his estranged wife.

The year in focus:

Policing keeps an eye on the radical right

The news media's fascination with militia groups and their virulent strain of anti-government rhetoric may have faded somewhat since the groups first burst upon the national consciousness following the April 1995 bombing of the Federal building in Oklahoma City, but there is plenty of evidence suggesting that militias have not simply gone away — and law enforcement seems well aware of this.

On several occasions, suspects who were alleged to be members of militia groups were implicated in plots against the government, including a plan by one group to blow up several Federal facilities in Phoenix and another in which bombs were to be planted at the FBI's identification center in West Virginia.

The interest of law enforcement in such groups continues to grow as an increasing number are linked to criminal activity. Law enforcement agencies in five northern Idaho counties, a region used by right-wing extremist groups as a base of operations, hired a terrorism expert, former Los Angeles police officer Bill Litsinger, to coordinate intelligence and provide training about the nature and activities of militia-style and other right-wing extremist groups. His expertise will be available to all law enforcement officers in Bonner, Boundary, Benwah, Kootenai and Shoshone counties in the Idaho panhandle.

News coverage of militia groups, which is never particularly flattering, didn't seem to affect the movement, whose leaders claim they have increased their membership sevenfold since the Oklahoma City bombing, to a high of 250,000. In May, the Southern Poverty Law Center's Militia Task Force reported having identified 441 militias, twice as many as in 1994. The Anti-Defamation League found active militias in 40 states, with a membership of about 15,000.

Now that Richard Jewell, the security guard initially suspected and later cleared by the FBI in the bombing of Centennial Olympic Park during the Summer Games in Atlanta, is no longer a suspect, it is safe to say that right-wing militia groups remain under scrutiny by investigators trying to solve the blast, which killed one woman and injured scores of others. Several Georgia-based militia groups already were being watched by law enforcement in the months before the Games began.

And for several months, a group of Montana tax-resisters who called themselves the Freemen holed up in their ranch compound for nearly three months, resisting calls from authorities to surrender some of their members on tax fraud and weapons charges. The Freemen, who don't recognize U.S. law, finally surrendered on June 13, abandoning threats of a violent confrontation if authorities tried to move in on the compound. For their part, Federal law enforcement officials seeking to apprehend Freeman suspects displayed Job-like patience in waiting out the standoff, averting fears that it would end in violence. [See related article, Page 11.]

Meanwhile, Timothy McVeigh and Terry Nichols, the two men charged in the Oklahoma City bombing, will soon have their day in court. In October, a Federal judge ruled that McVeigh and Nichols will be tried separately when proceedings against the two begin sometime next year in Denver. Defense lawyers applauded the ruling, which they said will allow them to pursue independent strategies to prove their clients' innocence.

Among the high-profile criminal cases linked to militia and other extremist groups in 1996:

¶ Seven members of a paramilitary group involved in an alleged plot to plant bombs at the FBI's identification center in Clarksburg, W.Va., were arrested Oct. 11 by Federal agents. Among those arrested was the leader of West Virginia Mountaineer Militia, Floyd R. Looker, who was charged with transporting explosives across state lines and plotting to bomb the center. Court documents, however, show there is little indication that any member of the group took specific steps to bomb the FBI facility.

¶ Three men believed to belong to the Phineas Priesthood, a white supremacist group, were charged in Spokane, Wash., with bank robbery and conspiracy. Charles Barbee, Robert Berry and Jay Merrell allegedly twice robbed a Spokane bank in April and planted three pipe bombs set to go off during the heists to divert authorities.

¶ Federal authorities have backed away from their initial claims that members of Arizona's Viper militia had planned a coordinated bombing attack on several government facilities in Phoenix. Twelve alleged Viper members were arrested on explosives and firearms charges following a raid on July 1. All have pleaded not guilty, and some were released from custody under tight supervision.

The self-styled militia group allegedly plotted to blow up government offices, including the city's police headquarters. In October, charges of promoting civil disorder were reduced from two counts to one each for six of the 12 defendants. A new indictment handed down in early October does not the use the term "training persons in the making and use of explosive devices for use in obstructing the Federal Government.

Authorities moved in after the group had become increasingly strident in its anti-government rhetoric. During raids on the homes of alleged Viper members, authorities found hundreds of pounds of bomb-making materials, three bombs, a stick of dynamite, blasting caps, ammonium nitrate and a chemical that an ATF official said was "twice as sensitive as nitroglycerin and 10 times as explosive as flash powder."

In a highly unusual move, Federal investigators deputized an employee of the Arizona Fish and Game Department who went undercover posing as a neo-Nazi. To avoid suspicion and gain members' confidence, the undercover agent took the "Militiaman's Oath," participated in militia shoots and joined other members in an agreement "to kill anyone attempting to infiltrate the militia and seek retribution if any member was arrested," according to an affidavit.

¶ Authorities say that some militia groups are financing themselves through scams such as putting fraudulent liens against property or paying for goods with counterfeit money. They estimate that half a billion dollars in bogus checks and money have been passed by these groups. The Family Farm Preservation in Tigerton, Wis., allegedly sent out bogus financial papers, including $63 million in fake checks and money orders over the last three years, resulting in losses of $200,000 to Federal and state agencies. The group is believed to be a reincarnation of the Posse Comitatus, members of which engaged in a bloody shoot-out in 1983 that left two U.S. deputy marshals in North Dakota dead.

¶ Three members of a self-styled militia in Georgia were convicted of conspiracy Nov. 6 for stockpiling pipe bombs for use against the Federal Government. A Federal jury also found that Robert Starr 3d, who was the leader of the 112th Georgia Militia, and Troy Spain and Jimmy McCranie, both members of the group, guilty of possessing an unregistered destructive device.

Prosecutors alleged that the three intended to use pipe bombs on roads, vehicles, bridges and power lines, and as well as against Federal law enforcement officials. Kevin Barker, a government informant and prosecution witness, testified in October that the three had hoped to use some of the bombs at the Summer Olympics in Atlanta. But Federal officials backed away from initial reports that the group planned to disrupt the Games, saying the group apparently wanted to store the bombs to ward off government invasion.

¶ Also in Georgia, three members of the Georgia Militia were indicted on charges of organizing a "special operations team" that would be sent to Washington in the event that any action was taken against the group. The indictment charged that members of the team would be responsible for and trained to assassinate politicians starting "at the highest level."

On The Record, 1996:

"The numbers are quite staggering. Who'd have thought they'd still be increasing like this since Oklahoma City?"

— Prof. Gerald A. Carroll of the University of Iowa, who has studied extremist groups and other fringe members of society for 20 years.

The year in focus:

New twists to paying one's debt to society

As the nation's prison population continued its growth last year, state and local government continued their search for ways of easing overcrowded facilities and taking some of the escalating financial burden of incarceration off taxpayers.

¶ One-hundred-and-forty inmates at the Montana State Prison in Deer Lodge had to be held in February at the county jail because of overcrowding. State and county correctional officials are looking to other states to rent cells for 200 inmates.

¶ In Nebraska, the state prison system is expected to reach 200 percent of capacity by 2000.

¶ Oklahoma's state prison population increased by a record 1,613 inmates in 1995, reaching a total of 18,605 as of last Dec. 31.

¶ The prison population in North Carolina grew faster than in any other state in 1995. The addition of 29,374 inmates caused a jump of 24.2 percent.

¶ In the name of "taxpayer relief," jail facilities in New Mexico, Kentucky, and Indiana were among those that began charging inmates in 1996 for their stay in jail and for medical care.

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A measure adopted in May by the Albuquerque City Council called for the Bernalillo County Jail to charge inmates $64 a day for room and board. The policy applies to those convicted of drunken driving, prostitution, and shoplifting, among other misdemeanors.

Inmates can work off the debt through community services like picking up trash, a $5-a-day job that keeps their account current. The first batch of 103 invoices, totaling $10,240, were sent out during the first week of October.

In Kentucky, fewer inmates are using the jail infirmaries for frivolous reasons now that a state law authorizes charging them for medical care. In California, the state Department of Corrections is imposing a $5 co-payment on inmates for each medical appointment, except in the case of an emergency or a catastrophic illness such as AIDS.

Bernalillo County's price for jail seems like a bargain compared to Placer, Calif., where officials are charging $71.36 a day. And in Iowa, sheriffs are planning to take advantage of a new state law that went into effect July 1 that will allow them to charge as much as $65 a day. Most inmates, however, would fall into the $30- to $40-a-day range, sheriffs said. "I've always joked that we run the biggest hotel in downtown Cedar Rapids," said Linn County Sheriff Donald Zeller. "Now we're going to charge — just like a Motel 6."

But unlike a Motel 6, there is not always room at the inn — and even when there is, don't expect cable TV, coffee, stamps or even palatable food. Prisons in Alabama, for example, cut back last year on items perceived as "frills" for inmates.

Inmates watch as flames rise behind the Maricopa County, Ariz., "tent city" jail follow a Nov. 17 takeover.
(Wide World Photo)

In Idaho, where the prison population has grown by 33 inmates a month for the past two years, officials are considering whether to hire a private company to build and run a prison, or search the country for other facilities to house inmates.

But private prisons, a boom industry growing at an annual rate of 35 percent, according to experts, have shown their own share of problems, especially in Texas, which has 38 of the 124 private jails open or expected to open around the country, and 23,008 of the nation's 74,003 private prison beds.

Problems include shortcomings in the laws that govern private prison facilities. This was illustrated last year by Texas's inability to prosecute two sex offenders from Oregon who broke out of a private facility near Houston and made it nearly 200 miles to Dallas before being caught. Not only was the state unaware that Oregon had shipped 240 sex offenders to the facility operated by the Corrections Corp. of America, it was unable to punish the two men for their 11-day escape. Guards at the prison are neither peace officers nor public servants, and thus no offense was committed under Texas law.

"We have no knowledge of what type of inmates are being brought into the state or anything to do with the inmates being brought into the state," said Allan Polunsky, chairman of the Texas Board of Criminal Justice. "Texas is literally in the dark."

Other incidents involving private prisons in 1996 included a melee at a detention center near San Antonio, in which a group of Missouri inmates rioted over restricted television privileges. And 100 Utah inmates were returned to that state after a riot and eight escapes from a private jail near Pearsall.

In addition to private prisons, officials around the country are trying alternative facilities, and coming back around to some old ideas of incarceration.

In Alabama, Arizona, Florida and Washington, military tents were set up to ease overcrowding and provide temporary housing for misdemeanor inmates. In Ephrata, Wash., a year-round, surplus tent will hold 60 inmates and be rainproof and insulated to keep prisoners warm and dry. Maricopa County, Ariz. Sheriff Joe Arpaio, the self-proclaimed "toughest sheriff in America," moved 200 female prisoners to tents in May.

Arpaio, who was accused by the U.S. Justice Department last year of using excessive force against prisoners and providing them with scant medical attention, began putting women on chain gangs in September. Arpaio has been placing male convicts on chain gangs since 1995.

The idea of putting women on the work gangs resulted in the ouster of Alabama Prison Commissioner Ron Jones in April by Gov. Fob James. The Kansas House of Representatives in February rejected a proposal by the state Department of Corrections to shackle delinquent teen-agers and have them do clean-up work. That same month, a poll in Georgia conducted by The Atlanta Journal-Constitution and Georgia State University showed that two-thirds of the state's adults want prisoners to work on chain gangs.

In Indiana, on the other hand, inmates at the Mount Pleasant Correctional Facility are volunteering to work on the outdoor chain gangs that began May 1. It is so pleasant working in rural Henry County, they said, that the whole prison should be out there.

The year in focus:

Cutting sex offenders off at the pass

In the face of a seemingly endless tide of horror stories about child molesters moving into suburban neighborhoods, their sick impulses incurable and unpredictable, the nation's lawmakers decided to strike back. From California to New Hampshire, laws were passed in the past year that called for everything from chemical castration to mandatory sex-offender registration.

Of an estimated 61,000 offenders serving time for violent crimes against victims under 18, nearly 10 percent had been convicted of the murder or manslaughter of a child, according to an extensive study by the Bureau of Justice Statistics. Fifteen-percent had been convicted of forcible rape, and 57 percent had been found guilty of other types of sexual assault, including sodomy and statutory rape.

In 88 percent of the cases, BJS found, victims had a prior relationship with their attackers — only one in seven were attacked by a stranger.

This frightening fact, along with the contention that many, if not most, child molesters are untreatable, underpins many of the nation's sexual predator laws that have made their tortuous way through the system, encountering procedural problems and resistance from civil libertarians along the way.

One of the issues still being hotly contested in 1996 was the creation a year earlier of California's sex-offender hot lines. The hot lines allow callers to dial a 900 number and, for a cost of $10, find out instantly whether a neighbor or new teacher has a past conviction for child sexual abuse.

Supporters of the system claim the hot line only gives callers the same information they could find for themselves by going through court records. Critics contend that an erroneous entry could destroy a person's career or make him the object of a vigilante backlash.

Since its inception, the hot-line has received some 5,800 calls, resulting in nearly 500 "hits" or positive identifications of a subject as a child molester. In one case, a woman with two small children discovered that her new husband had been convicted in 1979 of sex crimes against children.

In New York, a hot line was created in response to a new sex-offender notification law that calls for all convicted sex offenders to register with the state upon release or parole. Some 5,000 names were entered this year.

Meanwhile, the widely replicated Megan's Law, of which a Federal version was signed in May by President Clinton, continued to generate headlines in New Jersey last year. In the most recent wrinkle to the politically popular but legally controversial law, a District Court judge temporarily barred the Bergen County Prosecutor's Office from notifying schools and other institutions that an Englewood man convicted 20 years ago of murdering two boys had returned to the neighborhood.

Perhaps the most punitive step taken toward repeat child sex abusers came with a stroke of the pen when California Gov. Pete Wilson signed legislation that calls for the chemical castration of twice-convicted molesters of children under 13. The law requires that they be given weekly injections of Depo-Provera, a drug aimed at countering their sexual compulsions. The offender can also choose to be surgically castrated. A judge may also order a first offender to undergo chemical castration if the offense is sufficiently egregious.

Civil libertarians weighed in with a warning that castration could violate fundamental constitutional rights, including the right to privacy, the right to procreate, and the right to exercise control over one's body. Those in the therapeutic community caution that castration may not control all sex offenders, especially without additional legislation requiring therapy or counseling. Child molesters are motivated less by sex and more by the need for power over their victims, some experts say, and it is questionable whether chemical castration is going to change that.

As if the public's sense of personal safety were not already eroded enough, the year also brought a steady diet of reports of another group of offenders for whom power and sex seemed to intermingle: police officers charged with rape, child molestation and other sex offenses. A sampling of such reports describes the tawdry landscape:

¶ New York City Police Officer Joseph Schubert was charged on July 1 with raping a 19-year-old woman at her New Jersey beach house. Schubert had already been stripped of his gun and badge in an unrelated incident.

¶ A Minneapolis woman was awarded $200,000 in a settlement after being forced to have sex with police officer Michael Parent in exchange for his not charging her with drunken driving. Parent is serving four years in prison for kidnapping and rape — the first Minneapolis officer in more than 20 years to serve time in prison.

¶ Another New York City police officer, George Alvarado, 29, was suspended without pay after being charged in March with twice raping his 9-year-old daughter. The child's mother found out about the attacks when the girl wrote an account of them to her teacher.

¶ Bobby Joe Spicer, a San Antonio police officer convicted in September of sexually assaulting a 15-year-old transvestite prostitute, was spared a 20-year prison sentence based on a jury's recommendation. Spicer was sentenced to 10 years probation and fined $10,000. He will also undergo counseling and register as a sex offender.

¶ A seventh-grade girl was the victim of suspended Fort Worth, Tex., police officer Brian Franklin, who is now serving life in prison for aggravated sexual assault on the girl.

¶ Patrick J Donovan, 32, a Washington, D.C., police officer, was arrested May 3 and charged with exposing himself to a group of children in a Fairfax County playground in April. Police searched Donovan's home after he matched the description of a man walking a dog who had struck up a conversation with the children, ages 5 to 9. Donovan was also investigated in a similar incident the following day at the same playground.

¶ Prompted by the filing of rape charges in September against a rookie police officer, the Fulton County, Ga., Police Department began looking for ways to screen potential sex offenders from its ranks. The officer, 24-year-old Karl Craig, was the second rookie to be charged with a sex crime in less than a year.

The year in focus:

Life, liberty and pursuits

Prompted by the tragic deaths and injuries suffered by police and innocent bystanders caught in the middle of high-speed pursuits, law enforcement agencies in the past year turned to technology, increased research into the problem, and overhauled guidelines to try and work out a solution.

Agencies in Oregon, Washington, Oklahoma, the District of Columbia, Pennsylvania, and Indiana all were involved in high-speed chase incidents that resulted in deaths, serious injury or the potential for serious injury.

¶ A 12-year-old boy in Oregon survived several rollovers and a head-on crash after leading police on a high-speed chase on June 9. The pursuit reached speeds of 105 miles per hour.

¶ A family driving through New Lisbon, Ind., had their van's windows shot out after two state troopers fired at a bank robber trying to escape in the vehicle. Danette Gunn and her family were sprayed with glass.

¶ Five Philadelphia teen-agers were killed in September when the stolen Jeep they were driving went out of control at a high-rate of speed and struck a utility pole. The driver of the vehicle had pulled over when directed by officers, but had taken off again when police noticed the Jeep's ignition had been "punched out."

¶ Drewey and Mona Scarberry were awarded $950,000 by the City of Tacoma because of a 1992 car crash that left Drewey Scarberry partially paralyzed. The couple's car was broadsided by a carload of gang members being pursued by police.

A second look at the guidelines concerning high-speed chases in Missoula County, Mont., led to policy revisions by Sheriff Douglas Chase in November. Sheriff's deputies will now be able to terminate pursuits without "criticism, regardless of circumstances, if they feel the public interest is outweighed," he said. Supervisors will still have the authority to end a chase and "there's to be no argument from deputies."

In contrast, the Los Angeles Police Department's policy will remain unchanged, following a review by the city's Police Commission. Despite the fact that veteran officers are not trained for potentially dangerous pursuits, said officials, the chase guidelines are fundamentally sound.

That review came in response to a controversial study by the American Civil Liberties Union that found the LAPD has engaged in more pursuits in recent years at a time when agencies across the country are trying to hold down the number of car chases.

Another study of pursuit policies has recommended that suspects be apprehended by officers other than those who led the chase. Geoffrey Alpert, a professor of criminology at the University of South Carolina, found that officers chasing suspects experience an adrenaline high that can lead to the use of excessive force once they've caught up with the fleeing suspects.

A case in point was provided by an April 1 incident in which Riverside County, Calif., deputies were videotaped beating two unresisting Mexicans with nightsticks. The suspects had been chased by the deputies, along with at least 19 other suspected illegal aliens riding in a battered pickup truck.

Suspecting that the truck was trying to avoid a border checkpoint in Temecula, Border Patrol officers initially gave chase, but stopped once it was clear that continuing could endanger themselves and others.

One of the two deputies was fired and the other was suspended for 20 days following an investigation by the Sheriff's Department.

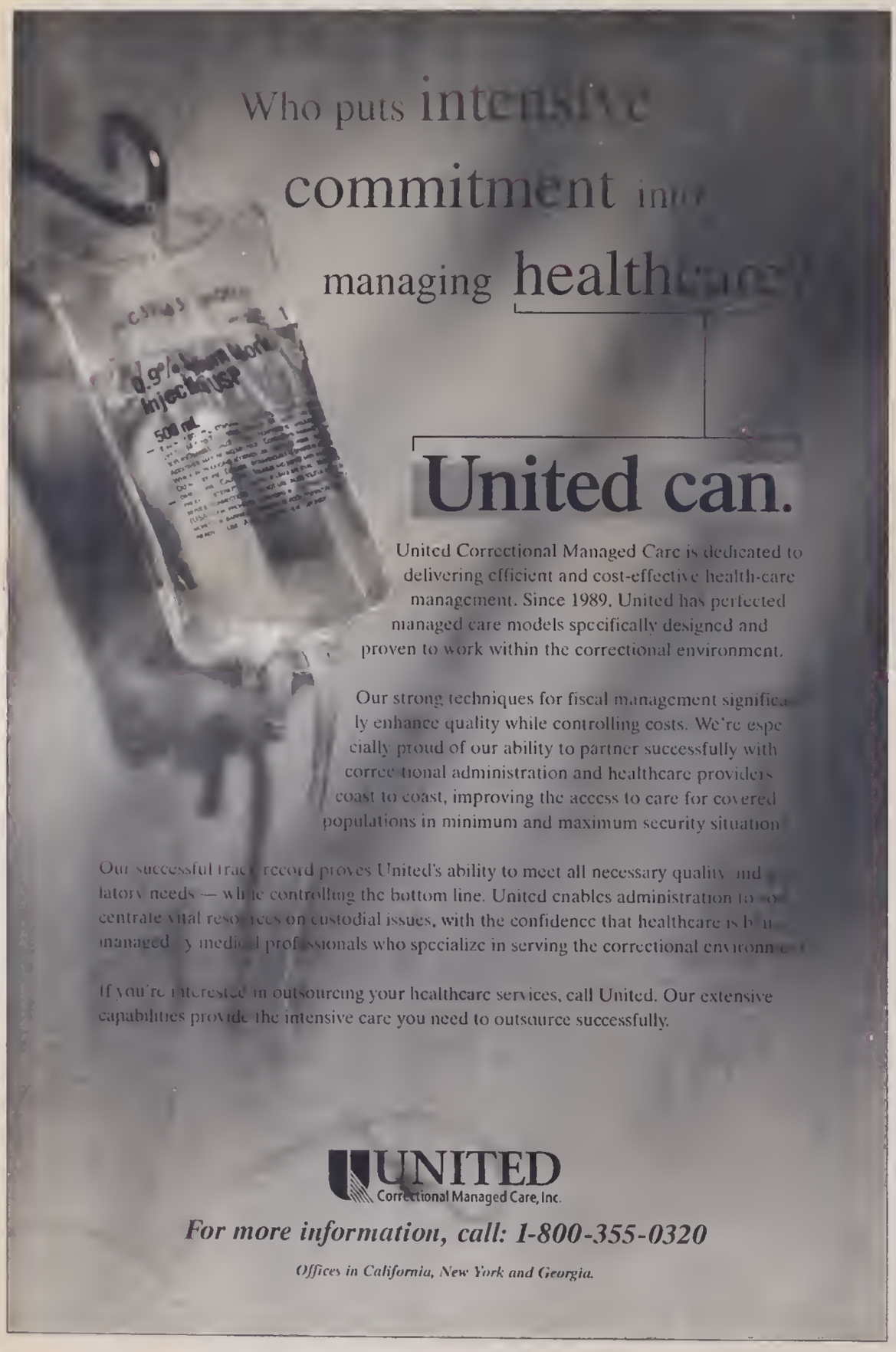
But chases may become a thing of the past, if Cold War technology being modified for civilian uses can be made accessible and affordable to local police agencies. The "car-stopper" device could halt a speeding car by disabling its electrical system and forcing it to slow to a controlled stop.

The Army and the National Institute of Justice are field-testing the technology in Southern California.

If, on the other hand, low-tech measures are more one's style, there is the latest development from Finland, which was unveiled in August — a harpoon-equipped patrol car, designed by a police sergeant who said he and his colleagues were "fed up" at their inability to stop speeders and drunk drivers.

The harpoon, which is not fired, is mounted on the front bumper of a police car, and pursuing officers ram it into the trunk of a fleeing vehicle, where the device locks into place with hydraulic barbs. The runaway car is forced to a halt as the patrol car hits the brakes.

"This harpoon will bring them to an abrupt halt with a bang and not a whimper," said Oulu Sgt. Markku Limingoja.



Justice by the numbers

A statistical profile of criminal justice in the United States, vintage 1996.

2.9: The percentage decline in the violent-crime arrest rate of youths ages 10 to 17 in 1995, which reversed a nine-year upward trend, according to the Justice Department, which added that the juvenile arrest rate for murder plunged 15.2 percent in the same year.

6: The pereentage of adult arrestees who tested positive for methamphetamine use, according to data from the Justice Department's Drug Use Forecasting program. The findings in DUF, which culls its data from quarterly drug tests and voluntary interviews with 4,000 adult and juvenile arrestees in custody in 23 U.S. cities, suggests that widespread use of the stimulant that been popular in the West for years is spreading eastward.

8 cents: The portion of each tax dollar that Oklahoma spends for its criminal justice system, compared to the national average of 13 cents. The finding prompted the state's criminal justice entities to form the Law Enforcement Alliance, which will lobby the Legislature to bring criminal justice spending up to the national par.

9: The percentage decrease in the number of violent crimes reported by victims to the National Crime Victimization Survey.

10.4: The percentage of youths ages 12- to 17-year-olds, or about 22.2 million, who used drugs on a monthly basis in 1995, up from 5.3 percent in 1992, according to a survey by the Department of Health and Human Services.

12: The percentage decline in the number of law enforcement wiretaps authorized by state courts in 1995, according to a report released in May by the Administrative Office of U.S. Courts. In contrast, the number of Federally authorized wiretaps rose by at least 21 pereent.

12: The percentage of the nation's county and municipal law enforcement agencies that required recruits to have some college education, as of 1993. The Bureau of Justice Statistics said the figure is up from just 6 percent in 1990.

16: The number of police officers who were killed by assault weapons between Jan. 1, 1994, and Sept. 30, 1995, according to Handgun Control Inc. The gun-control advocacy group said that assault weapons accounted for 17.4 percent of the 92 police shootings in which a gun was recovered and identified.

20: The percentage of violent crimes, including murder, in which victims were under the age of 18, according to a survey of prison inmates conducted by the Justice Department. More than half of the victims were 12 or under, the report said.

30: The percentage of 2,738 Florida youths tried as adults who were rearrested within a year of their release, compared to a rearrest rate of 19 pereent for youths whose cases were adjudicated in the juvenile justice system, according to a study by the University of Florida.

31: The number of foreign countries on the State Department's list of major drug-producing or trans-shipment nations. Belize and Camhodia were added to the list this year.

39: The number of arrests in which Bureau of Alcohol, Tobacco and Firearms agents fired their weapons from 1990 to 1995, according to the General Accounting Office. Of the 76,542 investigations and 46,930 arrests made by the bureau in that period, only 25 resulted in allegations that agents of the oft-maligned Federal agency used excessive force.

43: The number of gigabytes of criminal justice data that can be accessed from the Bureau of Justice Statistics home page on the Internet. The address for the home page, which was launched in February, is: http://www.ojp.usdoj.gov/bjs/.

43: The percentage of inmates imprisoned under California's "three strikes and you're out" law who are black, according to a study by the Center on Juvenile and Criminal Justice. Blacks make up just 7 percent of the state's population.

43: The pereentage of blacks surveyed by the Joint Center for Political and Economic Studies who said police brutality and harassment were serious problems where they live. Only 13 percent of the general population responded similarly.

50: The percentage increase in the number of juveniles arrested for violent crimes between 1988 to 1994, according to "Juvenile Offenders and Victims: 1996 Update on Violence," a report released by the Justice Department in March. The report added that the number of juvenile murderers tripled during the same period, and that juveniles accounted for 19 percent of all violent crime arrests in 1994.

52.5: The percentage increase in the number of bombing incidents from 1990 to 1994, according to the Bureau of Alcohol, Tobacco and Firearms, which added that property damage from the blasts totaled nearly $600 million in 1994 alone — 35 times higher than four years earlier.

58: The percentage of police chiefs who regarded drug abuse as a "serious" problem in their communities — more so than domestic violence, violent or property crimes, according to a poll by Peter D. Hart Research Associates. Sixty percent of the more than 300 chiefs who were surveyed said law enforcement's efforts to reduce the drug problem bave been unsuccessful, and nearly half said a "fundamental overhaul" of the anti-drug effort is needed.

84: The percentage of people surveyed by the National Association of Police Organizations who believe their local law enforcement officers are doing a good job. The survey also found that 58 pereent of those polled believe crime in their state is worsening.

92: The number of minutes between eacb incident of a child being killed by gunfire in the United States, according a report by the Children's Defense Fund. Gunfire was said to be the second-leading cause of death among children ages 10 to 19.

129: The total number of FBI agents that would be assigned to foreign posts under a plan to expand the bureau's overseas presence over the next four years. Directer Louis Freeh said the agents were needed to combat intemational terrorism, organized crime and drug-trafficking.

603: The number of arrest incidents in which New York City police officers used pepper spray in 1995, a rate that tripled from the previous year. The aerosol deterrent is now used by the NYPD more often than nightsticks to subdue unruly suspects.

2,439: The number of deaths related to methamphetamine use from 1991 to 1995, according to testimony by Harold Wankel, chief of operations for the Drug Enforeement Administration, before a House subcommittee.

4,000: The estimated number of active, hard-core members of Russian organized crime operating in the United States. In testimony before Congress on Jan. 31, Jim Moody, a deputy assistant director of the FBI's Criminal Investigation Division, warned that Russian gangsters will be the major organized-crime force if they are allowed to operate unchecked.

$10,000: The amount survivors of slain Maryland law enforcement officers are eligible to receive to cover out-of-pocket funeral expenses under a measure approved by the state Legislature in April.

11,042: The number of street gangs in Los Angeles County, according to Sheriff Sherman Block, who said gangs were responsible for 800 murders last year.

12,692: The number of security personnel pressed into the service by the Atlanta Committee for the Olympic Games. Said to be the largest such force ever assembled, the officers were supplemented by thousands of volunteer, military and police officers.

31,500: The record-setting number of criminal aliens deported from the United States during 1995, according to Attorney General Janet Reno. Reno gave the estimate in January, when she announced that the Justice Department will provide states with $87 million to pay for the cost of keeping an estimated 37,000 criminal aliens in state prisons.

60,000+: The number of felons, fugitives and others that have been prevented from buying handguns in the two years since the Brady Act went into effect, according to statistics announced by Attorney General Janet Reno in February.

100,000: The estimated decrease in the number of arrests made by Los Angeles police officers in the past five years — a decline that some LAPD officials believe stems from lingering fallout from the Rodney King beating case, which they say has made officers less aggressive.

137,800: The number of violent crimes that went unpunished because suspects were not informed of their Miranda rights, according to a study by University of Utah law professor Paul Cassell on the 30th anniversary of the Supreme Court's landmark ruling. Cassell estimated that in 1994, nearly 2,000 homicides and over 7,000 rapes would have been solved if not for the Miranda requirements.

$240,000: The amount of a donation by Sheriff Nat Glover of Jacksonville/Duval County, Fla., to provide low-income children with four-year college scholarships. The money donated by Glover, which came from his police pension, fulfilled a campaign promise he had made to give poor students a shot at "the pursuit of excellence." The funds will provide higher education for 30 students, 10 of whom will be named each year as "Nat Glover Scholars."

652,000: The number of gang members in 25,000 gangs, according to the National Youth Gang Survey. Problems linked to gangs are worsening in 48 percent of the communities polled, and are improving in only 10 percent.

1.6 million: The number of men and women in tbe nation's jails and prisons in 1995, according to the Bureau of Justice Statistics. Since 1985, the total number of inmates in state and Federal prisons jumped 113 percent.

$4 million: The estimated street value of drugs found by New York City police who searehed a car after seeing four men acting suspiciously near the vehicle and then fleeing from the area. A Federal judge in January threw out the drug evidence in the case against the car's owner, ruling that it was unconstitutional for the officers to search the car just because the four men ran from the scene. Judge Harold Baer, who reasoned that the men had good reason to flee because the neighborhood had a history of police corruption and brutality against minority residents, later reconsidered the ruling following a public outcry.

$5.9 million: The amount in damages and fees that the Bureau of Alcohol, Tobacco and Firearms agreed to pay to settle a discrimination case brought by black agents.

$12.1 million: The amount of money that will be made available over five years in a grant from the National Science Foundation to Carnegie Mellon University's H.J. Heinz III School of Public Policy and Management. The award, which will be used to create the National Consortium on Violence Research, is said to be the largest single social project ever funded by the NSF.

13.9 million: The number of Crime Index offenses reported to the FBI by law enforcement agencies nationwide during 1995, according to the bureau's annual report, "Crime in the United States." The number of crimes was down 1 percent from 1994, with violent crimes declining by 3 percent.

$68 million: The amount budgeted during the 1996 fiscal year to fund tribal law enforcement agencies and those administered by the Bureau of Indian Affairs — a sum that police officials in Indian Country criticized as too paltry to effectively deal with burgeoning crime problems.

$549.9 million: The value of assets collected from criminals by the Justice Department during fiscal year 1994, according to a DoJ report to Congress. About $234.6 million was disbursed to state and local law enforcement agencies.

$604 million: The amount of Federal grants made available for hiring nearly 9,000 police officers nationwide under the Community Oriented Policing Services program.

$1 billion: The estimated cost to renovate — and, in some cases, raze and rebuild — dilapidated police facilities in Los Angeles. A consultants' report recommended demolishing the LAPD's landmark Parker Center headquarters and replacing it with a new $135-million facility.

$450 billion: The annual cost of crime in the United States, according to "Victim Costs and Circumstances: A New Look," a survey done for the Justice Department that was said to be the first to try to measure the cost of child abuse and domestic violence along with crimes like murder, robbery and rape.

Law Enforcement News

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LEN's 1996 People of the Year: The NYPD & its crime rate-smashing Compstat process

Timely intelligence; effective tactics; rapid deployment; relentless follow-up.

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Plus: Our annual review & analysis of the year's events

Events capture the spotlight, but the real action is elsewhere, as local police departments stay very busy and reap handsome returns on their labors. **See Page 1.**

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The Law Enforcement News "Person of the Year" Honorees:

1984: Pierce R. Brooks, founder of the Vi-CAP serial-murder tracking program.

1985: Rudolph W. Giuliani, organized crime-fighting U.S. Attorney.

1986: Prof. Herman Goldstein, father of problem-oriented policing.

1987: Sheriff Michael Hennessey, leader in the development of humane responses to AIDS in the criminal justice system.

1988: Dr. David Werrett, pioneer in the use of DNA profiling in criminal investigations.

1989: The team of public- and private-sector personnel who revised the Uniform Crime Reporting program into the new National Incident-Based Reporting System.

1990: Rep. Matthew G. Martinez, proponent of higher education for police through his Police Recruitment and Education Program.

1991: The Independent Commission on the Los Angeles Police Department.

1992: The Robert W. Johnson Foundation, sponsors of the "Fighting Back" substance-abuse reduction program.

1993: Sgt. Joseph F. Trimboli, dogged pursuer of New York police corruption.

1994: The makers of the 1994 Violent Crime Control Act.

1995: Architect/urban planner Oscar Newman, creator & prime exponent of crime prevention through environmental design.

1996: ? (See front cover.)